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ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

For the Year 1905

IN THREE VOLUMES

WITH STATISTICAL APPENDIX TO VOLUME ONE BOUND SEPARATELY

VOLUME ONE

WITH STATISTICAL APPENDIX BOUND SEPARATELY

TRANSMITTED TO THE LEGISLATURE, FEBRUARY 12, 1906.

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No. 28.

IN SENATE,

FEBRUARY 12, 1906.

THIRTY-NINTH ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

STATE OF NEW YORK:

OFFICE OF THE STATE BOARD OF CHARITIES,

THE CAPITOL, ALBANY, February 12, 1906.

To the Hon. M. LINN BRUCE,

Lieutenant-Governor and President of the Senate:

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the thirty-ninth annual report of the State Board of Charities.

Yours very respectfully,

ENOCH V. STODDARD, M. D.,

President.

134684

	PAGE.
Craig Colony for Epileptics, Sonyea, Livingston County.....	82
New York State Soldiers and Sailors' Home, Bath, Steuben County.....	88
New York State Woman's Relief Corps Home, Oxford, Chenango County.....	93
The Thomas Indian School, Iroquois, Erie County.....	97
New York State School for the Blind, Batavia, Genesee County.....	102
New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw, Rockland County.....	105
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, Essex County.....	108
The deaf	112
New incorporations	114
State, alien and Indian poor.....	120
Alien poor.....	121
Indian poor	122
Department expenditures	123
Almshouse inspection	123
Supervision of dependent children placed in family homes.....	125
Private institutions in receipt of public money:	
Department of Inspection.....	128
Work of the year.....	128
General conditions of the institutions.....	129
Improvements made during the year.....	129
Licensed dispensaries	129
Compliance with dispensary rules.....	130
Treatment of women and children in dispensaries.....	131
Opinions of the Attorney-General.....	132
Work done in the dispensaries of the State.....	133
Dispensaries on the Lower East Side, New York City.....	133
Pressure for more hospitals and dispensaries in Lower East Side District	135
The Dispensary Law.....	135
Conditions before the law was enacted.....	136
Dispensary conditions at the present time.....	137
Summary of results.....	138
Possible improvements	139
Homes for the aged.....	140
Dependent children:	
Census	141
Greater care in admitting and retaining children as public charges desirable	142
Essentials of care for children in institutions.....	142
Present needs of homes for children.....	143
Educational work in homes for children in this State.....	144
A defect in the State's educational system.....	145
Results of the failure to provide educational supervision.....	145
Infant asylums and hospitals.....	146
Juvenile courts and the probation system.....	147
The probation system.....	148
Probation Commission	148
Present status of probation work in this State.....	149
Status of the Children's Court movement in New York.....	150
Commission of inquiry.....	150
Private hospitals in receipt of public money.....	151
Increased efficiency	152
Increased cost of equipment and maintenance resulting in financial embarrassment	152
The hospital situation in New York City.....	152
Multiplication of small hospitals.....	153
Appropriations in lump sums to hospitals.....	154
Fire protection	154
The increased work of supervision of private charitable institutions and societies in receipt of public money.....	155

CONTENTS.

V

	PAGE.
Sixth New York State Conference of Charities and Correction.....	156
Thirty-fifth Annual Convention of the County Superintendents of the Poor.....	157
Organization for 1905-1906.....	158
Thirty-second National Conference of Charities and Correction.....	158
National Conference on Immigration.....	159
State Charities Aid Association.....	159
County committees, reports of.....	162
Report of Committee on Hospitals.....	168
Report of Sub-Committee on State Charitable Institutions.....	170
Appended papers	173

APPENDED PAPERS.

Report of the Committee on Reformatories.....	179
Report of the Committee on Idiots and the Feeble-Minded.....	187
Report of the Committee on Soldiers and Sailors' Homes.....	195
Special report of the Committee on Soldiers and Sailors' Homes.....	201
Report of the Committee on Craig Colony for Epileptics.....	217
Twelfth annual report of the Board of Managers of Craig Colony for Epileptics..	222
Report of the Committee on the Blind.....	309
Report of the Committee on the Deaf.....	315
Report of the Committee on The Thomas Indian School.....	321
Report of the Committee on the New York State Hospital for the Care of Crippled and Deformed Children.....	325
Report of the Committee on Sanatoria for Consumptives.....	331
Report of the Committee on State and Alien Poor.....	337
Correspondence relative to Alien Deportation.....	342
Report of the Superintendent of State and Alien Poor.....	369
Report of the Committee on Placing Out Children.....	383
Report of the Department of Inspection.....	389
Report of the Committee on Almshouses.....	395
Report of visitation of almshouses and public hospitals in the First Judicial District	401
Report on the Public Charitable Institutions of the Boroughs of Brooklyn and Queens, in the City of New York.....	435
Report of visitation of almshouses in the Second Judicial District.....	447
Report of visitation of almshouses in the Third Judicial District.....	457
Report of visitation of almshouses in the Fourth Judicial District.....	467
Report of visitation of almshouses in the Fifth Judicial District.....	481
Report of visitation of almshouses in the Sixth Judicial District.....	495
Report of visitation of almshouses in the Seventh Judicial District.....	509
Report of visitation of almshouses in the Eighth Judicial District.....	523
Report of investigation into the affairs and management of The Westchester Temporary Home for Destitute Children, White Plains.....	541
Preliminary report of investigation into the subject of infant mortality at the Infants' Hospital at Randall's Island, and institutions under private manage- ment for the care of infants in the City of New York.....	553
Standard for dietaries in charitable institutions.....	563
Proceedings of the Sixth New York State Conference of Charities and Correc- tion	617
Proceedings of the Thirty-fifth Annual Convention of the County Superintendents of the Poor.....	921
Index to Volume I of Annual Report for 1905.....	1031

REPORT.

To the Honorable the Legislature of the State of New York:

In conformity with the requirements of chapters 225 and 546 of the Laws of 1896, known as the Poor Law and the State Charities Law, respectively, the State Board of Charities herewith submits its thirty-ninth annual report to your honorable body.

THE MEMBERSHIP OF THE BOARD.

The only change in the membership of the Board during 1905 was caused by the resignation of Commissioner Newton Aldrich, of Gouverneur, from the Fourth Judicial District. The Board at its stated meeting of October 11, unanimously adopted the following resolution:

Resolved, That the members of the State Board of Charities have learned with regret of the illness and consequent resignation of Commissioner Newton Aldrich who has been a member of the Board from the Fourth Judicial District since April 3, 1896, and desire to extend to him their best wishes for his early restoration to health and strength.

Commissioner Aldrich was succeeded by the Hon. William R. Remington, of Canton, a former member of the State Commission of Prisons, through appointment by the Governor on November 8, 1905, to fill the balance of his predecessor's unexpired term.

THE DEATH OF MRS. JOSEPHINE SHAW LOWELL.

The members of the State Board of Charities have learned with profound regret of the death of their former colleague, Mrs. Josephine Shaw Lowell, in the city of New York, on Thursday, October 12, 1905.

Mrs. Lowell was appointed to membership in the Board by Governor Tilden in 1876, in recognition of her services prior to that time for the improvement of the care of the poor and unfortunate of the city of New York. She was the Board's first woman

Commissioner. Mrs. Lowell immediately took an active part in the work of the Board and became one of its most useful and influential members. No service was too arduous for her to undertake, no sacrifice of time or strength too great, provided the results promised to be beneficent.

To Mrs. Lowell's initiative and energy were mainly due the adoption as wards of the State of a class of feeble-minded women and young girls who had hitherto found uncertain refuge in the almshouses or some of the private charities. Also, of that class of unruly or delinquent girls who were formerly found in large numbers in the almshouses, county jails and penitentiaries. For the care of the former class there was established what is now the great State Custodial Asylum for Feeble-Minded Women at Newark, and for the latter class the Houses of Refuge for Women and Girls at Hudson, Albion and Bedford. These institutions should be Mrs. Lowell's enduring monuments.

The reports of the Board for a series of years contain many valuable papers from Mrs. Lowell's pen. She was a ready, forceful and intelligent writer, and her contributions to the literature of philanthropy, if assembled together, would form a large volume.

During her term of service on the State Board, Mrs. Lowell represented the women of the State as no other woman could. From Brooklyn to Buffalo she was known and recognized as a unique and invaluable philanthropist. And beyond the borders of the State, in other states, in the State and National Conferences of Charities and Correction, and in England, where she had many friends among the leaders of charitable work with whom she was in correspondence, her reputation and influence were generally acknowledged.

The members of the Board, of whom some were privileged to serve with Mrs. Lowell, desire to place on record in this report their tribute to her personal worth and public services. Her loss is in a sense irreparable to the great work of charity reform. Among the many able and devoted women who are working along similar lines to those she followed until her death, Mrs. Lowell took leading rank. Her strong, sympathetic nature, high courage, intuitive intellect and inherited qualifications for public service of this character made her the ideal leader in every department of work for social betterment.

ATTENDANCE AT MEETINGS.

The following table, giving the names of the Commissioners of the Board, the district or county from which they were respectively appointed, together with the length of their service and the record of their attendance at Board meetings during the year 1905, is respectfully presented in accordance with a requirement of the State Charities Law:

ANNUAL REPORT OF THE

ATTENDANCE OF COMMISSIONERS UPON MEETINGS OF THE BOARD HELD DURING THE YEAR 1905.
A. Absent. P. Present.

COMMISSIONERS.	Years of service.	Stated meeting, Jan. 11.	Special meeting, March 2.	Stated meeting, April 12.	Special meeting, May 30.	Stated meeting, July 12.	Stated meeting, Oct. 11.	Special meeting, Nov. 15.
		Albany.	Albany.	Albany.	New York.	New York.	Albany.	New York
William R. Stewart, First Judicial District.....	24	P	P	P	P	P	P	P
Annie G. de Peyster, New York county.....	15	P	P	P	P	P	P	P
Stephen Smith, M. D., New York county.....	12	P	P	P	P	P	P	P
Michael J. Scanlan, New York county.....	4	P	P	P	P	P	P	P
Augustus Floyd, Second Judicial District.....	2	P	P	P	P	P	P	P
John Notman, Kings county.....	6	P	P	P	P	P	P	P
Simon W. Rosendale, Third Judicial District.....	6	P	P	P	P	P	P	P
Newton Aldrich, Fourth Judicial District*.....	10	P	P	P	P	P	P	P
William R. Remington, Fourth Judicial District*.....	6	P	P	P	P	P	P	P
Dennis McCarthy, Fifth Judicial District.....	6	P	P	P	P	P	P	P
Ralph W. Thomas, Sixth Judicial District.....	2	P	P	P	P	P	P	P
Enoch V. Stoddard, M. D., Seventh Judicial District.....	12	P	P	P	P	P	P	P
William H. Gratwick, Eighth Judicial District.....	4	A	P	P	P	P	P	P
	11	11	9	11	12	9	8	9

*The average attendance during 1905 was 9.857.

*Commissioner Aldrich resigned, and Commissioner Remington was appointed November 8, 1905, to succeed him.

ELECTION OF OFFICERS.

At the Board's stated meeting of April 12, 1905, the annual election of officers was held as provided by the by-laws. President Enoch Vine Stoddard of Rochester, and Vice-President Stephen Smith of New York, were unanimously reelected for the ensuing year.

By unanimous vote the Board at its stated meeting of January 11, 1905, appointed Inspector Robert W. Hill to the responsible position of Superintendent of State and Alien Poor, made vacant by the death of Mr. Byron M. Child, on December 26, 1904, as reported to the Legislature of 1905. During Superintendent Child's protracted illness Inspector Hill had satisfactorily filled the position of Acting Superintendent of State and Alien Poor to which he was appointed on January 13, 1904, in conformity with the authority conferred by section 100 of the Poor Law, chapter 225 of the Laws of 1896, which provides that in the absence or illness of the Superintendent his powers and duties may be performed and discharged by any person appointed by the Board for that purpose.

Greatly to the regret of the Board, Miss Julia S. Hoag who had been a clerk in the office of the Board for over thirty years where she had rendered most satisfactory service, was on November 9, 1904, through sudden and serious illness incapacitated for further duty.

The Board at its meeting of April 12, 1905, unanimously adopted the following minute:

"The State Board of Charities learns with sincere regret that Miss Julia S. Hoag, long time clerk of the Department of Inspection, has been compelled, owing to serious illness, to leave the service of the Board.

"Miss Hoag was appointed a clerk on the Board's staff in 1875 and her thirty years of continuous service cover a longer period than that of any commissioner or employee of the Board since its organization in 1867.

"The Board desires to record its appreciation of Miss Hoag's faithful and intelligent discharge of the duties which have been assigned to her from time to time, the esteem in which she has always been held and the hope that she may be restored to health.

"Resolved, That this minute be spread on the records of the Board and an engrossed copy, signed by all the Commissioners and the Secretary, be sent to Miss Hoag."

On December 29th the Mayor of New York City announced the appointment of Mr. Robert W. Hebbard, the Board's secretary,

to the position of Commissioner of Public Charities of the city of New York, and Mr. Hebbard entered upon the duties of that position on January 1, 1906.

Upon Mr. Hebbard's retirement from the position of secretary, the Board adopted the following:

MINUTE.

The State Board of Charities regrets to record the resignation of its Secretary, Mr. Robert W. Hebbard, who has served in that capacity from October 14, 1896, to December 31, 1905, a period of more than nine years. Mr. Hebbard resigns to be Commissioner of Public Charities of the City of New York, and will enter upon the discharge of the duties of his new office January 1, 1906.

This Board in severing its official relations with Mr. Hebbard desires to express its appreciation of his public services. He entered the service of the State Board of Charities well equipped for the performance of the varied and responsible duties of Secretary, by an experience of several years as Superintendent of the Charity Organization Society of the City of New York. His personal familiarity with the constitution and management of the charities of that city, comprising a majority of those of the State, his experience in the organization of the work of a department, and his trained executive abilities have been of incalculable value to the Board.

Mr. Hebbard's administrative influence has been helpful in all departments of the Board's work, and his example has set a standard of excellence for all the members of its staff. To him is mainly due the recent expansion of the Board's supervisory work, new methods of inspection, a more accurate system of records, and the more prompt, comprehensive and useful Board and Committee reports. These and many other evidences of his forceful mind remain in testimony of his untiring energy, high courage and great ability.

In a wider field, that of the National Conference of Charities and Correction, Mr. Hebbard has for many years taken a leading and influential part, which has given him a widespread reputation in all matters of public relief and private charity throughout the country. Further recognition of Mr. Hebbard's services in the field of charity was given by his election to the presidency of the Fifth New York State Conference of Charities and Correction, which met at Syracuse, in the month of November, 1904.

By the retirement of Mr. Hebbard the State has lost a competent official, and the members of this Board and its staff a valued associate and personal friend. The office of Commissioner of Public Charities of the City of New York invites Mr. Hebbard to a congenial field for further public service on similar lines of work. The loss which the State has sustained is the gain of the city, which will find a valuable head of a department in Mr. Hebbard, exceptionally well qualified by his previous training for its grave responsibilities.

The good wishes of all members of the State Board of Charities and of its staff follow Mr. Hebbard to the new field of work upon which he now enters.

STANDING COMMITTEES OF THE BOARD.

On Publication :

The President, Commissioners Stewart, Smith and Scanlan.

On Finance :

The President, Commissioners Rosendale and Scanlan.

On Inspection :

Commissioners Smith, Scanlan and Gratwick.

On State and Alien Poor :

Commissioners McCarthy, Stewart, Gratwick and Floyd.

On Reformatories :

Commissioners Stewart, Smith and de Peyster.

On Idiots and Feeble-Minded :

Commissioners McCarthy, Rosendale and Smith.

On Soldiers and Sailors' Homes :

Commissioners Rosendale, Gratwick and Thomas.

On Craig Colony :

Commissioners Smith, McCarthy and Rosendale.

On The Thomas Indian School :

Commissioners Gratwick and Floyd.

On the Blind :

Commissioners Gratwick, Smith and Floyd.

On the Deaf :

Commissioners Notman, Remington and Scanlan.

On Almshouses :

Commissioners Rosendale, Remington and Thomas.

On Orphan Asylums :

Commissioners Notman, McCarthy and de Peyster.

On Hospitals :

Commissioners Smith, Notman and McCarthy.

On Legislation :

Commissioners Notman, Scanlan and Stewart.

On the Construction of Buildings :

Commissioners Smith, Stewart and McCarthy.

On Placing Out of Children :

Commissioners Scanlan, Gratwick, Floyd and Thomas.

On Dispensaries :

Commissioners Smith, Rosendale and Gratwick.

On Sanatoria for Consumptives:

Commissioners Smith, Stewart and Rosendale.

On Legal Questions:

Commissioners Notman and Scanlan.

On State Hospital for Crippled and Deformed Children:

Commissioners de Peyster, Smith and Floyd.

On Education:

Commissioners Thomas, Smith and Rosendale.

On Juvenile Courts and the Probation System:

Commissioners McCarthy, Gratwick, Scanlan and Floyd.

Eastern Inspection District:

Commissioner Stewart, Chairman; Smith, de Peyster, Scanlan, Floyd, Notman, Rosendale and Remington.

Western Inspection District:

Commissioner Stoddard, Chairman; McCarthy, Thomas and Gratwick.

APPROPRIATIONS TO THE BOARD BY THE LEGISLATURE OF 1905.

APPROPRIATION BILL.

The appropriation bill, chapter 699 of the Laws of 1905, made the following appropriations for carrying on the Board's work:

For the salary of the secretary, \$3,500.

For compensation of twelve commissioners, as provided by chapter five hundred forty-six, laws of eighteen hundred ninety-six, \$1,500, or so much thereof as may be necessary.

For the salaries:

of the superintendent of inspection, \$2,500;

of the several employees, according to grades, as follows:

eighth grade, one employee, \$1,800;

sixth grade, two employees, \$1,200 each, \$2,400;

fifth grade, one employee, \$900;

fourth grade, three employees, \$720 each, \$2,160;

third grade, one employee, \$600.

For temporary help, \$300, or so much thereof as may be necessary.

For traveling expenses of the commissioners and secretary while engaged in the discharge of their official duties, \$2,000, or so much thereof as may be necessary.

For traveling expenses of the employees of the department while engaged in their official duties, \$2,500, or so much thereof as may be necessary.

For rent, printing and other expenses of the office, \$6,000, or so much thereof as may be necessary.

For postage, and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, \$1,500, or so much thereof as may be necessary.

New York Office.

For the salaries:

- of the superintendent, \$1,500;
- inspector, \$1,400;
- inspector, \$1,200;
- two inspectors, \$900 each, \$1,800;
- fourth grade, one employee, \$720.

Rochester Office.

For the salaries:

- of the inspector, \$1,200;
- third grade, one employee, \$600.

State and Alien Poor.

For the salaries:

- of the superintendent, \$3,000;
- deputy superintendent in New York City, \$1,500;
- special inspector of charitable institutions, \$2,000;
- inspector, \$1,500;
- two assistant inspectors, \$1,200 each, \$2,400;
- transfer agent, Kings County Almshouse, \$1,000;
- transfer agent, Erie County Almshouse, \$1,000;
- fourth grade, two employees, \$720 each, \$1,440;
- second grade, one employee, \$400.

For traveling expenses of superintendent and inspectors, \$4,000.

For incidental office expenses, \$800.

For maintenance, transportation and removal of state, non-resident and alien poor, \$20,000, or so much thereof as may be necessary.

APPROPRIATIONS DESIRED FROM THE LEGISLATURE OF
1906.

For the salary of the secretary, \$5,000.

For compensation of twelve commissioners, as provided by chapter five hundred forty-six, laws of eighteen hundred ninety-six, \$2,500, or so much thereof as may be necessary.

For the salaries:

of the superintendent of inspection, \$3,000;

of the several employees, according to grades, as follows:

eighth grade, one employee, \$1,800;

sixth grade, two employees, \$1,200 each, \$2,400;

sixth grade, one employee, \$1,200;

fourth grade, three employees, \$720 each, \$2,160;

third grade, one employee, \$600.

For temporary help, \$500, or so much thereof as may be necessary.

For traveling expenses of the commissioners and secretary while engaged in the discharge of their official duties, \$2,000, or so much thereof as may be necessary.

For traveling expenses of the employees of the department while engaged in their official duties, \$2,500, or so much thereof as may be necessary.

For rent, printing and other expenses of the office, \$6,000, or so much thereof as may be necessary.

For postage and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, \$1,500, or so much thereof as may be necessary.

New York Office.

For the salaries:

of the superintendent, \$1,800;

inspector, \$1,400;

inspector, \$1,200;

two inspectors, \$1,200 each, \$2,400;

fifth grade, one employee, \$840.

Rochester Office.

For the salaries:

of the inspector, \$1,200;

third grade, one employee, \$600.

State and Alien Poor.

For the salaries:

of the superintendent, \$3,000;

deputy superintendent in New York City, \$1,500;

special inspector of charitable institutions, \$2,000;

of the inspector, \$1,500;

two assistant inspectors, \$1,200 each, \$2,400;

transfer agent Kings County Almshouse, \$1,000;

transfer agent, Erie County Almshouse, \$1,200;

fifth grade, one employee, \$840; fourth grade, one employee, \$720, \$1,520; second grade, one employee, \$400.

For traveling expenses of superintendent and inspectors, \$4,000.

For incidental office expenses, \$800.

For rent and incidental expenses of the New York City office, \$600.

For maintenance, transportation and removal of state, non-resident and alien poor, \$25,000, or so much thereof as may be necessary.

Visitation of Placed-Out Children.

The Legislature of 1905 appropriated the sum of \$1,200 to enable the Board to employ an inspector to visit dependent children placed in family homes in this State by poor law officials and others, thus making it possible to pursue this work in a more systematic manner. This duty was specifically devolved upon the Board by chapter 264 of the Laws of 1898, "An act to prevent evils and abuses in the placing out of children," which provides in part as follows:

"§ 5. The state board of charities, through any member, officer or duly authorized inspector of such board, is hereby authorized to visit in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section of this act, or by any person licensed by said board to place out destitute children."

The Board desires to be able to visit at least once all the children thus placed out in the State, and to investigate carefully all cases in which specific complaint is made. The result should be to insure better placing out work generally and to prevent the continuance of really serious evils or abuses. To accomplish this conservative purpose will require the services of

not less than two additional inspectors. This will be readily appreciated when it is understood that the poor law officers of the State annually place out between three and four hundred children, while over five hundred others were placed out last year in this State by charitable institutions and societies.

Inspection of Educational Work of Institutions.

For several successive years the State Board of Charities has reported the existence of decidedly unsatisfactory conditions in the educational work of the public and the private charitable institutions subject to the Board's inspection, and has asked the Legislature for the means necessary to improve such conditions. Briefly stated, there are over 30,000 dependent and delinquent children in these charitable institutions, whose education is in most instances subject to practically no independent supervision. What this means will readily be understood by those who are at all familiar with the general problems of education. Mentally these children are many of them below the normal. Accordingly they require even more than do ordinary children living in their own homes, with the protection of their parents, the benefits of education and training to fit them for self-support. In order to ascertain, as the Board contemplates, the actual conditions and to what extent improvement is called for in individual institutions, the services of a duly qualified educational inspector are necessary. Such services cannot be had, however, until the Legislature makes an appropriation for that specific purpose. These institutions are, for the most part, private corporations in receipt of public moneys, and consequently subject to the Board's rules as provided in section 14 of Article VIII of the revised Constitution. By subdivision 7 of section 9 of the State Charities Law, chapter 546 of the Laws of 1896, the Board is required to "Aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates." By subdivision 6 of section 11 of the same act it is made the duty of the Board to ascertain with relation to each institution "Its methods of industrial, educational and moral training, if any, and whether the same are best adapted to the

needs of its inmates." It will thus be seen that there is an important duty placed by law upon the Board which it is not in a position to perform. The examination it proposes is not intended to be radical in its nature or purpose, for it is believed that the improvements that are needed can best be secured through careful and conservative methods. In many cases the institutions are anxious to improve their educational work, but means are lacking which should be provided either through private contributions or enlarged public support. But the first thing is to know and to recognize the specific needs of the institutions, and to accomplish this purpose the Board renews its application to the Legislature for the means necessary to employ a qualified inspector of education. It is believed that the sum of \$2,500 will be sufficient to pay the annual salary and expenses of such employee.

The Charitable Legislation of 1905.

The legislative session of 1905 was prolific of charitable legislation, much of it desirable in character. Among the bills that became laws was Assembly bill No. 1009, introduced by Mr. Rogers, chairman of the Committee on Ways and Means. This bill, now chapter 703 of the Laws of 1905, made special appropriations for all the State charitable and reformatory institutions and rendered unnecessary the many bills which were introduced in former years making such appropriations for individual institutions. This change was recommended by the Governor in his message to the Legislature and had for several years been recommended by the State Board of Charities in its annual reports.

Another bill in which the Board was interested, was Assembly bill No. 653, introduced by Mr. Fish. This became chapter 452 of the Laws of 1905, and amended the State Charities Law by providing a new section as follows:

"§ 16-a. Transfers of inmates of state charitable institutions.—When in the judgment of the state board of charities, any inmate of any state charitable institution more properly belongs in a state charitable institution other than the one to which he or she is originally committed, or would be benefited by transfer to any other state charitable institution, the state board of charities with the written approval of the governor may order such transfer

of such inmate. Before issuing such order the state board of charities shall notify the board of managers of the institution from which and of the institution to which such transfer is to be made, and shall afford them an opportunity to be heard. Copies of such order shall be sent to the boards of managers and the superintendents of the institution where the inmate then is and of the institution to which he or she is to be transferred. The authorities of the institution to which such inmate is to be transferred shall at the expense of such institution, provide for the conveyance of such inmate from such other state charitable institution as may be designated by the state board of charities in such order, and such inmate shall be received by the authorities of the institution to which such transfer is made. When any inmate is so transferred there shall be furnished certified copies of the commitment papers and of the record of such inmate. The board of managers of the institution to which such inmate is transferred shall have all the powers and duties in relation to such inmate, which it possesses in relation to other inmates of such institution."

This legislation was also recommended by the Governor in his message. It is intended mainly to facilitate the proper distribution of inmates of the several State institutions for the care of the feeble-minded, but its successful execution depends largely upon further provision being made for this class of unfortunates. As the institutions to which transfers should be made are at present full, it is obvious that but few transfers can be made until more buildings are erected for the reception of inmates at such institutions. At the same time the mere passage of this act appears to have facilitated the voluntary transfer of inmates from the Syracuse State Institution for Feeble-Minded Children to other institutions better adapted for their care.

Through Senate bill No. 1094, introduced by Mr. Martin, which subsequently became chapter 273 of the Laws of 1905, the Poor Law was amended by the addition of a new section, as follows:

"§ 141-a. Reports with relation to children placed in family homes.—The superintendents of the poor of counties, the overseers of the poor of cities and towns and all other public officers by whatsoever name or title known who are authorized by law to place out dependent children in family homes by adoption, indenture or otherwise, are hereby required to report to the state board of charities on blanks provided by such board, the particulars with relation to each child so placed out. Such report shall state the name, age and sex of the child so placed out, together with the father's full name and residence, the mother's full name and residence, and the religious faith of the parents. The reports shall also state the full names and residence of the heads of the family with whom such child is placed, their relationship to the child, if any, the religious faith of the heads of such family, and their occupation or occupations, together with such further information as the state board of charities may require on the blanks provided. Such reports for the prece-

ing month shall be filed with the state board of charities on or before the tenth day of each month."

The purpose of this act is to secure for the Board prompt information with relation to children placed in family homes by poor law officials, thereby facilitating the visitation of such homes by the Board's inspector employed for that purpose.

Through Senate bill No. 255, introduced by Mr. Davis, now chapter 67 of the Laws of 1905, the name of "The Thomas Asylum for Orphan and Destitute Indian Children," was changed to "The Thomas Indian School."

By Senate bill No. 257, introduced by Mr. Foley, now chapter 610 of the Laws of 1905, chapter fourteen of the Greater New York charter was amended to provide for the commitment to the New York State Reformatory for Women at Bedford, of women soliciting on the public streets or places for purposes of prostitution.

Senate bill No. 735, introduced by Mr. Malby, which subsequently became chapter 133 of the Laws of 1905, amended chapter 718 of the Laws of 1904 entitled "An act authorizing the selection of lands as a site for the New York State Training School for Boys, and establishing the said school," by extending to 1906, the time in which the Commission is to report to the Legislature, and by providing that the Commission may enter into negotiations with the Commissioners of the Sinking Fund of the City of New York for the purpose of agreeing upon terms in consideration of which the Society for the Reformation of Juvenile Delinquents in the City of New York shall abandon the lands and buildings on Randall's Island now occupied by said Society, and permit the same to revert to the city of New York, in return for which the city shall convey to the State the lands in Flatbush, New York City, now used for State hospital purposes.

Senate bill No. 1053, introduced by Mr. Brackett, which became chapter 457 of the Laws of 1905, amended the State Charities Law, by providing for a joint purchasing commission to be composed of the representatives of the several State charitable and reformatory institutions. This act also substituted the Fiscal Supervisor of State Charities for the State Comptroller as a

member of the Commission to approve plans and contracts for construction work at these State institutions.

By Senate bill No. 1257, introduced by Mr. Armstrong, which became chapter 714 of the Laws of 1905, the Governor was authorized to appoint an unpaid commission of not to exceed fifteen members, to be known as the Commission on the Probation System, the duties of which are to make careful inquiry into the operation of the probation system in this State, and to make a report thereon to the Governor for transmittal to the Legislature at its opening or as soon thereafter as practicable. This commission, with the Hon. Homer Folks, Secretary of the State Charities Aid Association, as chairman, has made an extended inquiry into the probation system in this State and is expected to present its report with recommendations early in the Legislative session.

Through Senate bill No. 1016, introduced by Mr. Armstrong, which later became chapter 343 of the Laws of 1905, the charter of the city of Rochester was amended so as to provide for the maintenance of a separate children's court in that city, and for the appointment of salaried probation officers by the Commissioner of Public Safety, subject to the action of the Board of Estimate and Apportionment, which is authorized to fix the number of such officers and the salaries to be paid to them. The police justice is empowered to appoint at his pleasure additional officers to serve without compensation. This act also provides that whenever the Board of Estimate and Apportionment shall so determine, there shall be a special Judge of the Children's Court appointed by the Mayor, who shall serve during the term and receive the salary fixed by the Board of Estimate and Apportionment.

Through Senate bill No. 296, introduced by Mr. Armstrong, which became chapter 655 of the Laws of 1905, sections twelve, two hundred and eighty-nine, two hundred and ninety-one, and six hundred and ninety-nine of the Penal Code were amended, thereby providing for suspension of sentence and the subsequent rearrest and sentence of defendants, the punishment of parents or guardians for failure to exercise due diligence in controlling their children, which is a new feature in the laws of the State, the commitment of children to the custody of a parole officer, and

their subsequent rearrest and commitment, and the conviction of children under the age of sixteen years of a misdemeanor when the crime if committed by an older person would be classed as a felony.

Senate bill No. 295, also introduced by Mr. Armstrong, which became chapter 650 of the laws of 1905, provides, among other things, for the payment of salaries to probation officers when allowed by proper municipal ordinance or resolution. It also extends to any offense except a felony or a crime which if committed by an adult would be a felony, the list of offenses by children in which a captain or sergeant or acting sergeant of police in any city may accept in lieu of bail, the personal recognizance in writing, without security, of a parent, guardian or other lawful custodian of such child, to produce the child before the proper court or magistrate on the following day.

Extension of Civil Service Rules to County Almshouses.

The Governor in his message to the Legislature of 1905 called attention to the fact that the rules of the civil service affecting counties had been made applicable only to the counties of New York, Kings, Queens, Richmond and Erie, and recommended that the scope of such rules be extended to cover some of the remaining larger counties such as Albany, Monroe, Oneida, Onondaga, Orange, Rensselaer and Westchester. In these counties, as the Governor pointed out, are institutions for the care of the dependent and the delinquent classes and public offices where the rule of the Constitution could well be applied.

Subsequently the State Civil Service Commission, with the Governor's approval as required by law, extended the rules of the county service to include the counties of Albany, Monroe, Onondaga and Westchester, this change taking effect November 1, 1905. Among the institutions affected by this extension of the civil service rules are the almshouses and related institutions of the counties named and it is hoped that the result may be to improve the public service in such institution.

The Board regards it as unfortunate that the State Civil Service Commission considered it necessary or desirable that the deputies of the county superintendents of the poor together with the keepers and the matrons of almshouses in the counties named

should be placed on the exempt list, and also that the wages paid are in some instances so small as to have made it seem necessary to place many of the minor positions in the noncompetitive class. One of the principal reasons why the service in the almshouses has not improved more rapidly is to be found in the frequent changes, mainly for petty political reasons, in the incumbents of the positions of keeper and of matron in the almshouses, and it was hoped that the extension of the rules so as to include the larger counties would assist in putting an end to these undesirable changes in a service devoted to the care of the poor. Now, however, that this beginning has been made, it is desirable that the rules of the civil service be extended to cover every almshouse in the State of New York.

INVESTIGATIONS DURING 1905.

Since the Board's report was transmitted to the Legislature of 1905 several investigations have been completed and reported upon by committees of the Board.



Infant Hospital Mortality.

As the result of a request from Hon. Edward M. Grout, Comptroller of the city of New York, contained in a communication dated November 21, 1904, a special committee of the Board consisting of Commissioners Stewart, Smith and Scanlan, made an extended investigation into the subject of infant mortality at the Infants' Hospital on Randall's Island as compared with that in institutions under private management for the care of infants in the city of New York. Officers of the Comptroller's department had previously considered the subject with Commissioner James H. Tully of the Department of Public Charities of the city with the result that the Commissioner on June 1, 1904, discontinued the reception of infants at the hospital on Randall's Island and caused them to be committed to private institutions for the care of infants. Most of the children were sent to the New York Foundling Hospital and the New York Infant Asylum.

The reason given by the Commissioner for this change of policy was that he found it impossible to secure a sufficient number of wet nurses to care for the children on Randall's Island and that without such nurses the mortality would be excessive. Some

question having arisen, however, as to the desirability of transferring the inmates to private institutions, the Board was requested to make an inquiry.

As a result it was ascertained that for the same classes of children the death rate was substantially higher at the hospital at Randall's Island, under the best conditions, than it was at the private institutions, while on the other hand the per capita cost of maintenance to the city was approximately three times as great at Randall's Island as it was at the other institutions.

Hearings on the subject were given at the New York office of the Board on March 22 and 30, and on April 7 and 14, to those interested in the subject. Subsequent to the close of the hearings Commissioners Stewart and Smith visited and made inquiries at all the institutions affected and examined their work and equipment. As a result of its inquiries and visitations the committee concluded that Commissioner Tully, in deciding to commit to private institutions infants of the general class formerly sent to the Infants' Hospital on Randall's Island, acted with reasonable discretion and in accordance with law and the general custom throughout the State. The committee further reported that "Since 1875 it has been the custom to care for dependent children in private institutions, and the care of such children at the Infants' Hospital on Randall's Island has been one of the few exceptions to the rule."

"In the opinion of the committee such infants can receive at least as good care in the private institutions of the city of New York as they received at the Infants' Hospital on Randall's Island. It will, moreover, be the duty of the Commissioner of Charities to make sure by careful supervision that all such infants committed by him to private institutions receive proper care and attention at these institutions. The fact that the private institutions are under philanthropic management and control, and are uniformly free from political changes and partisan influences, is distinctly in their favor as these conditions are conducive to the continuity of good administration and facilitate progress."

The Westchester Temporary Home.

On December 12, 1904, a special committee consisting of Commissioners Floyd, Smith and Stewart, by resolution of the Board,

commenced an inquiry into conditions at the Westchester Temporary Home for Children at White Plains, N. Y., which had been adversely reported upon by the Board's inspectors and not remedied by the Board of Managers of the Home, to which the facts had been communicated in accordance with the Board's custom.

The subjects chiefly considered were the fire-protection, toilet facilities, classification of the inmates, food supplies, methods of discipline and general administration. As the result of this inquiry and the report submitted by the committee and adopted by the Board at its meeting on March 2, 1905, the Board of Managers of the Home decided to make practically all of the changes suggested by the committee that were possible with the general facilities of the institution. Subsequently, although this was not recommended in terms in the committee's report, the Superintendent of the Home, Mr. James F. Pierce, resigned his position and left the service of the institution.

The New York State Woman's Relief Corps Home.

The Board's standing Committee on Soldiers and Sailors' Homes, consisting of Commissioners Rosendale, Gratwick and Thomas, made an extended inquiry and report with relation to the administration of the reserve pension and the emergency funds at the New York State Woman's Relief Corps Home at Oxford.

This inquiry was caused by complaints from members of the Home who objected to some of the rules under which the funds in question were administered. The committee at the meeting of the Board held on July 12, 1905, presented its report which was adopted and ordered to be transmitted to the Board of Managers of the Home. As the result of this inquiry the treasurer of the Home has given a bond in the sum of \$10,000 to safeguard the pension moneys of the members deposited with him under the rules of the Home, and general rules have been adopted that should result in a more equitable administration of the funds in question strictly in accordance with the provisions of law.

The Children Placed in North Dakota by the New York Foundling Hospital.

The Board at its meeting of October 11th last adopted the following resolution:

"Resolved, That the Secretary be authorized to make a special inspection of the work of placing out children in family homes

in North Dakota by the New York Foundling Hospital, which has been the subject of some public criticism, and to report upon the same to this Board."

In compliance with this resolution the Secretary of the Board went to North Dakota on Friday, October 27th last, and spent several days there, examining into the condition of the children placed out in that State by the New York Foundling Hospital. It had been the intention of the President of the Board to make the visit also, but as he was prevented from going, Commissioner Scanlan, Chairman of the Board's Committee on the Placing Out of Children took his place in the inquiry. At the Board's special meeting of November 15, 1905, the Secretary reported on this subject as follows:

"Stopping at Fargo, North Dakota, we had an extended conference with Mr. Frank D. Hall, Superintendent of the Children's Home Society of that State, who was alleged by the newspapers to be responsible for some of the public criticisms of the New York Foundling Hospital's work in North Dakota.

"Mr. Hall disclaimed responsibility for some of the published statements attributed to him, but expressed the opinion, founded mainly upon reports that had reached him, that a large number of the children under consideration had been placed with Russian families, that such families were commonly unfit to have the care of dependent children, and that the children were probably taken in order that their services might be utilized for the benefit of the families with whom they were placed. Mr. Hall also stated that the most undesirable conditions would be found in that portion of the State located west of the Missouri river.

"We accordingly went to Mandan, North Dakota, and from that point visited the territory covered by Morton county, an agricultural section lying southwest of the Missouri river. Particular attention was paid to the children accessible from Mandan and St. Anthony, the latter a small settlement on the prairie about eighteen miles from Mandan. In each case the homes were found to be those of self-supporting and progressive people, and our inquiries of the local German priest, Rev. P. A. Kuhn, of Dean Collins of Mandan, and others in a position to know the facts, convinced us that the homes had all been carefully selected and were of satisfactory character.

"We found that the families with whom the children were placed had been part of a German-Russian colony originally established by the Russian Empress, Catherine the Second. Those whom we visited had evidently retained their characteristic love for neatness and comfort in their homes. We could discover nothing to warrant the belief that any of the children had been taken because of any desire to utilize their services, and the fact that they were uniformly under five years of age is of itself sufficient to dispel any such suspicion.

"After a careful consideration of the whole situation we were unable to find any valid objection to the policy of placing children from this State with the German-Russian farmers of North Dakota, provided the homes are visited

and found to be satisfactory by a representative of the hospital before the children are placed out.

"In this connection it appears to me important for the Board to attempt to set a desirable standard for all placing-out work, including the making of reports and the keeping of records, and I would accordingly recommend that it cause a pamphlet on this subject to be prepared for general circulation."

Dependent Aliens in Charitable and Reformatory Institutions.

In the annual report to the Legislature of 1905, the Board discussed at some length that portion of the report of the Commissioner-General of Immigration for the fiscal year ending June 30, 1904, which related to dependent and delinquent aliens found by the agents of the United States Bureau of Immigration in the charitable and reformatory institutions of this State. According to the Commissioner-General's report the agents of the United States Bureau of Immigration had in the course of a special investigation covering the institutions of the whole country, found in this State alone 6,488 dependent and delinquent aliens. Of this number 4,205 were reported to have been found in the charitable institutions, and 2,283 in the correctional institutions, including the reformatories for women and girls and also for the younger children. As the result of an examination which the Board caused to be made of the alien inmates of almshouses in this State, it was clearly shown that the great majority of such dependent aliens had been permanent residents of the United States for many years and that to almost every practical intent and purpose had been citizens of this country for many years before becoming inmates of the almshouses. This result taken in connection with the fact that there has been in recent years a large falling off in the percentage of alien inmates of almshouses, caused the Board to believe the statistics presented by the Commissioner-General of Immigration in his report furnished no substantial basis for alarm.

During 1905, with the view of returning as many as possible of the dependent aliens discovered in the institutions by the agents of the United States Bureau, the inspectors of this Board made careful inquiry at the almshouses and other institutions within the jurisdiction of the Board with relation to the individual cases of all such aliens. As the result of this examination it was found

that a large percentage of these aliens had already been discharged from the institutions through death or otherwise, and that practically all who remained were either too feeble in mind or body or had been in the United States too many years to permit of their return to other countries.

In the view of the Board the only satisfactory method of dealing with dependent and delinquent aliens is for the United States authorities to exercise greater care in excluding the undesirable, and to be given enlarged powers to permit of their removal when admission to the United States has been improperly secured. Experience continues to show that the States are not in a position to deal with this subject adequately, as they have no power to compel transportation companies to forward dependent aliens to other countries.

In the opinion of the Board, as expressed to the Legislature of 1905, the deportation of aliens should be a duty imposed by law solely upon the United States authorities. The regulation of immigration, including the deportation of undesirable immigrants, is a function of government which might at any time give rise to questions of international importance, with which the individual States are not in a position to deal.

NUMBER AND CLASSIFICATION OF BENEFICIARIES IN INSTITUTIONS
SUBJECT TO THE VISITATION AND INSPECTION OF THE BOARD
OCTOBER 1, 1905:

Aged and friendless persons.....	2,960
Almshouse institution inmates (exclusive of those classified below)	12,136
Blind in almshouses.....	379
Blind in other institutions.....	†197
Deaf in almshouses.....	100
Deaf in other institutions.....	1,677
Dependent children (exclusive of 2,259 committed for delinquency, included with juvenile offenders)	27,988
Indian children at The Thomas Indian School...	149
	<hr/> 28,137
Disabled soldiers and sailors.....	2,199
Epileptics in almshouses.....	291
Epileptics in Craig Colony for Epileptics.....	1,050
Hospital patients	8,630
Idiotic and feeble-minded in almshouses.....	1,518
Idiotic and feeble-minded in State institutions.....	1,858
Juvenile offenders	3,899
Reformatory inmates (women and girls).....	2,223
	<hr/>
Total.....	67,254
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†The decrease in this number arises from the fact that the New York State School for the Blind, Batavia, was closed October 1, 1905, because of repairs.

INDOOR SUPPORT.

Table showing the number of persons in institutions receiving public money, subject to the visitation and inspection of the State Board of Charities, at the close of the five fiscal years from 1901 to 1905, inclusive, with the increase or decrease of the number in each class September 30, 1905, compared with that of September 30, 1901.

	1901.		1902.		1903.		1904.		1905.		Increase of number in institutions Sept. 30, 1905, over Sept. 30, 1901.	Decrease of number in institutions Sept. 30, 1905, from Sept. 30, 1901.
	Number included.	Number in institutions Sept. 30.	Number included.	Number in institutions Sept. 30.	Number included.	Number in institutions Sept. 30.	Number included.	Number in institutions Sept. 30.	Number included.	Number in institutions Sept. 30.		
State Institutions.....	14	6,637	14	7,137	14	7,329	15	7,311	15	7,334	677	.....
County Almshouses.....	55	5,602	54	5,552	54	5,394	54	5,588	54	5,603	1	.....
City and Town Almshouse Institutions.....	19	7,277	20	7,594	22	8,059	23	8,573	23	8,821	1,544	.....
Homes for the Aged.....	23	1,046	26	1,165	26	1,256	26	1,327	27	1,358	1,282	.....
Homes for the Blind.....	2	35	2	41	2	47	2	48	2	59	17	.....
Homes for Children.....	121	29,241	121	27,385	119	27,800	119	30,170	119	30,247	1,006	.....
Homes for Discharged Prisoners.....	2	58	2	53	2	34	2	67	2	31	.....	27
Homes for the Feeble-Minded*.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Homes, Temporary, for Men and Boys.....	8	426	9	559	9	418	9	589	9	583	157	.....
Homes, Temporary, for Women and Children.....	5	81	6	92	8	123	9	166	8	230	139	.....
Homes, Temporary, for Women and Girls.....	13	709	14	687	15	632	15	688	15	658	.....	51
Hospitals.....	110	5,895	115	6,029	119	6,132	129	6,845	137	7,337	1,442	.....
Hospitals and Homes for Consumptives.....	3	608	3	629	3	672	3	752	4	831	223	.....
Hospitals and Homes for Epileptics.....	1	186	1	184	1	195	2	205	1	208	.....	.....
Hospitals and Homes for Incurables.....	2	45	3	88	3	103	3	114	3	109	64	.....
Reformatories for Children.....	4	386	4	426	4	471	4	525	4	500	114	.....
Reformatories for Women and Girls.....	12	1,473	12	1,452	12	1,427	12	1,541	12	1,573	101	.....
Schools for the Blind.....	1	173	1	161	1	152	1	152	1	145	.....	28
Schools for the Deaf.....	10	1,564	10	1,574	10	1,583	10	1,623	10	1,664	100	.....
Total.....	405	61,461	417	60,808	424	62,007	437	66,284	445	67,254	5,899	106

*Statistics included in State Institutions and City and Town Almshouse Institutions.

†Exclusive of the New York State School for the Blind, Batavia, which was closed for repairs October 1, 1904 and October 1, 1905.

OUTDOOR RELIEF.

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1903, 1904 and 1905.

A. SHOWING THE NUMBER OF POOR PERSONS RECEIVING TEMPORARY (OUTDOOR) RELIEF WITH THE PERCENTAGE OF ENTIRE POPULATION THUS RELIEVED.

CITY.	Population by census of 1900.	1903.		1904.		Population by census of 1905.	1905.	
		Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.	Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.		Number of poor persons receiving temporary relief.	Percentage of population temporarily relieved.
New York.....	3,437,202	3,665	.001	5,254	.0015	4,013,781	5,118	.0013
Buffalo.....	352,387	4,504	.013	4,841	.014	376,587	4,657	.012
Rochester.....	162,608	2,673	.016	1,474	.009	181,666	1,491	.008
Syracuse.....	108,374	2,371	.022	2,661	.025	117,503	2,595	.022
Albany.....	94,151	4,997	.053	5,209	.055	98,374	4,675	.048
Troy.....	60,651	1,420	.023	1,427	.024	76,910	1,497	.019
Utica.....	56,383	1,859	.033	1,420	.025	62,934	1,141	.018
Yonkers.....	47,931	621	.013	466	.010	61,716	662	.011
Binghamton.....	39,647	685	.017	834	.021	42,036	625	.015
Elmira.....	35,672	490	.014	435	.012	34,687	442	.013
Schenectady.....	31,682	162	.005	265	.008	58,387	273	.005
Auburn.....	30,345	1,600	.053	1,450	.047	31,422	1,191	.038
Newburgh.....	24,943	703	.028	703	.028	26,498	748	.028
Kingston.....	24,535	524	.021	703	.029	25,556	768	.030
Poughkeepsie.....	24,029	585	.024	690	.029	25,379	547	.022
Cohoes.....	23,910	673	.028	682	.029	24,183	763	.032
Jamestown.....	22,892	532	.023	317	.014	26,160	628	.024
Oswego.....	22,199	907	.041	858	.039	22,572	853	.038
Watertown.....	21,696	266	.012	568	.026	25,447	336	.013
Amsterdam.....	20,929	1,335	.064	2,039	.097	23,943	*1,480	.062
Mount Vernon.....	21,228	162	.008	245	.012	25,006	182	.007
Niagara Falls.....	19,457	254	.013	229	.012	26,560	280	.011
Gloversville.....	18,349	348	.019	431	.023	18,672	320	.017
Lockport.....	16,581	102	.006	200	.012	17,552	162	.009
Rome.....	15,343	1,060	.069	1,180	.077	16,562	988	.060
New Rochelle.....	14,720	212	.014	432	.030	20,480	218	.011
Middletown.....	14,522	392	.027	499	.034	14,516	511	.035
Watervliet.....	14,321	644	.045	768	.054	14,600	792	.054
Ithaca.....	13,136	309	.023	264	.020	14,615	210	.014
Ogdensburg.....	12,633	388	.031	437	.035	13,179	282	.021
Hornellsville.....	11,918	150	.013	215	.018	13,259	228	.017
Dunkirk.....	11,616	171	.015	91	.008	15,250	61	.004
Corning.....	11,061	140	.013	225	.020	13,515	235	.017
Geneva.....	10,433	401	.038	376	.036	12,249	363	.029
Little Falls.....	10,381	704	.068	688	.066	11,122	665	.059
Johnstown.....	10,130	268	.026	221	.021	9,845	275	.028
Hudson.....	9,528	498	.052	263	.028	10,290	285	.028
Olean.....	9,462	226	.024	200	.021	10,163	159	.016
North Tonawanda.....	9,069	28	.003	30	.003	10,157	38	.004
Cortland.....	9,014	64	.007	52	.006	11,272	29	.003
Plattsburgh.....	8,880	302	.034	109	.012	10,184	118	.012
Fulton.....	8,206	308	.038	420	.051	8,847	291	.033
Oneida.....	7,538	501	.066	292	.039	8,420	277	.033
Rensselaer.....	7,466	67	.009	78	.010	10,715	76	.007
Tonawanda.....	7,421	.....	.....	13	.002	7,904	15	.002
Total.....	4,944,579	38,271	.....	40,254	.....	5,700,675	37,550	.....

*Number of persons estimated.

OUTDOOR RELIEF—(Continued).

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1903, 1904 and 1905.

B. SHOWING THE EXPENDITURES FOR TEMPORARY (OUTDOOR) RELIEF WITH THE PER CAPITA EXPENSE FOR THE NUMBER TEMPORARILY RELIEVED AND THE AMOUNT PER INHABITANT FOR EXPENSE OF SUCH RELIEF.

CITY.	1903.				1904.				1905.			
	Population by census of 1900.	Expenditures for temporary relief.	Per capita expense for temporary relief.	Amount per inhabitant by census of 1900 for expense of temporary relief.	Expenditures for temporary relief.	Per capita expense for temporary relief.	Amount per inhabitant by census of 1900 for expense of temporary relief.	Population by census of 1903.	Expenditures for temporary relief.	Per capita expense for temporary relief.	Amount per inhabitant by census of 1905 for expense of temporary relief.	
New York.....	3,437,202	\$52,264 00	\$14 26	\$0.01	\$79,583 59	\$15 15	\$0.02	4,013,781	\$83,724 46	\$16 36	\$0.02	
Buffalo.....	352,387	36,737 43	8 15	.10	39,846 04	8 23	.11	376,587	33,246 80	7 14	.09	
Rochester.....	162,608	25,092 10	9 39	.15	26,192 84	17 77	.17	181,666	34,955 81	23 44	.22	
Syracuse.....	108,374	26,298 88	11 09	.24	23,836 70	8 96	.22	117,503	25,559 71	9 85	.22	
Albany.....	94,151	8,243 59	1 65	.09	8,201 25	1 57	.09	98,374	7,905 45	1 67	.08	
Troy.....	60,651	13,725 10	9 67	.23	12,259 48	8 59	.20	76,910	14,112 20	9 43	.18	
Utica.....	56,383	8,335 27	4 46	.15	7,074 69	4 98	.12	62,934	5,720 48	5 01	.09	
Yonkers.....	47,931	6,494 10	10 46	.14	5,531 05	11 87	.12	61,716	4,448 21	6 72	.07	
Binghamton.....	39,647	13,638 58	19 91	.34	8,949 98	10 73	.23	42,036	6,279 68	10 05	.15	
Elmira.....	35,672	2,113 56	4 31	.06	3,154 41	7 25	.09	34,687	1,858 17	4 20	.05	
Schenectady.....	31,682	4,900 00	30 25	.15	7,090 73	26 76	.22	58,387	8,506 43	31 16	.15	
Auburn.....	30,345	14,358 54	8 97	.47	10,944 74	7 55	.36	31,422	9,863 36	8 28	.31	
Newburgh.....	24,943	6,351 79	9 04	.25	7,378 11	7 65	.22	26,498	7,081 33	9 47	.27	
Kingston.....	24,535	5,423 63	10 35	.22	7,252 57	10 32	.30	25,556	7,546 68	9 83	.29	
Poughkeepsie.....	24,029	2,423 65	4 14	.15	3,534 30	4 15	.12	25,379	3,287 12	6 01	.13	
Cohoes.....	23,910	3,499 25	5 20	.15	3,544 30	5 20	.15	24,183	4,209 50	5 52	.17	
Jamestown.....	22,892	6,591 19	12 39	.29	5,865 40	31 12	.43	26,160	5,782 72	9 21	.22	
Oswego.....	22,199	5,896 62	6 50	.27	5,989 58	6 98	.27	26,572	5,603 22	6 57	.25	
Watertown.....	21,696	2,471 02	9 29	.11	3,574 51	6 29	.17	23,447	9,457 09	7 31	.09	
Amsterdam.....	20,929	13,753 74	10 30	.66	17,665 97	8 66	.84	23,943	12,818 58	8 66	.53	
Mount Vernon.....	21,228	831 40	5 13	.04	1,329 67	5 43	.06	25,006	1,575 75	8 66	.06	

OUTDOOR RELIEF—(Concluded).

CITY.	1903.				1904.				1905.			
	Population by census of 1900.	Expenditures for temporary relief.	Per capita expense for number relieved.	Amount per inhabitant by census of 1900 for expense of temporary relief.	Expenditures for temporary relief.	Per capita expense for number relieved.	Amount per inhabitant by census of 1900 for expense of temporary relief.	Population by census of 1905.	Expenditures for temporary relief.	Per capita expense for number relieved.	Amount per inhabitant by census of 1905 for expense of temporary relief.	
Niagara Falls.....	19,457	\$6,041 46	\$23 78	\$0 31	\$3,139 29	\$13 71	\$0 16	26,560	\$4,240 06	\$15 14	\$0 16	
Gloversville.....	18,349	3,692 92	10 61	.20	4,752 47	10 98	.26	18,672	4,263 00	13 32	.23	
Lockport.....	16,581	1,377 80	13 51	.08	2,657 00	13 28	*.16	17,552	2,884 89	17 81	.16	
Rome.....	15,343	3,425 85	3 23	.22	4,236 08	3 59	.28	16,562	2,553 25	2 58	.15	
New Rochelle.....	14,720	1,767 40	8 33	.12	1,563 08	3 62	.11	20,480	1,875 57	8 60	.09	
Middletown.....	14,521	2,844 48	7 26	.20	3,403 49	6 82	.23	14,516	3,374 47	6 60	.23	
Watervliet.....	14,321	1,850 43	2 87	.13	2,771 06	3 61	.19	14,600	2,747 07	3 47	.19	
Ithaca.....	13,136	1,835 40	9 18	.21	2,647 39	10 03	.20	14,615	2,093 95	9 97	.14	
Ogdenburg.....	12,633	3,811 90	9 82	.30	4,275 85	9 78	.34	13,179	4,219 91	14 96	.32	
Hornell.....	11,918	4,838 37	32 26	.41	3,973 87	18 49	.33	13,259	3,576 90	15 69	.27	
Dunkirk.....	11,616	4,890 44	5 21	.08	3,826 82	9 08	.07	15,250	3,516 25	8 46	.03	
Corning.....	11,061	4,307 25	30 77	.39	3,339 50	14 84	.30	13,515	3,559 00	15 14	.26	
Geneva.....	10,433	3,902 71	9 73	.37	4,093 49	13 29	.48	12,249	4,379 61	12 06	.36	
Little Falls.....	10,381	4,416 92	6 77	.43	3,888 31	5 65	.37	11,122	4,072 29	16 12	.36	
Johnstown.....	10,130	3,082 66	11 50	.30	2,116 31	9 58	.21	9,845	2,925 50	10 64	.30	
Hudson.....	9,528	2,217 20	4 45	.23	2,580 86	9 81	.27	10,290	2,090 43	7 33	.20	
Olean.....	9,462	3,736 72	16 53	.39	4,106 37	20 50	.43	10,163	3,369 64	21 19	.33	
N. Tonawanda.....	9,069	1,692 45	60 44	.18	1,711 60	57 05	.19	10,157	1,819 95	21 58	.08	
Corland.....	9,014	1,311 62	20 49	.15	1,755 91	33 77	.19	11,272	1,543 60	53 23	.14	
Plattsburgh.....	8,880	7,682 14	25 44	.87	2,063 63	18 93	.23	10,184	2,869 53	24 32	.28	
Fulton.....	8,206	1,856 87	6 02	.23	2,404 03	5 72	.29	8,847	2,007 50	6 90	.23	
Oneida.....	7,538	1,931 56	1 86	.12	1,600 84	5 48	.21	8,420	1,803 17	6 51	.21	
Rensselaer.....	7,466	3,513 89	52 45	.47	3,750 40	48 08	.50	10,715	3,334 37	43 88	.31	
Tonawanda.....	7,421	.....	.....	.....	423 45	32 34	.06	7,904	257 75	17 10	.03
Total.....	4,944,579	\$331,472 43	.....	.....	\$359,113 64	.....	.....	5,700,675	\$351,920 41	.....	.....

STATE INSTITUTIONS.

Fourteen of the State's charitable institutions are subject to the visitation and inspection of the Board.

These, named in the order in which they were established, are as follows: State Industrial School, Rochester, 1846; Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; The Thomas Indian School, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875 reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse State Institution for Feeble-Minded Children in 1878, and incorporated separately by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; New York State Training School for Girls, Hudson, 1904, (originally organized as the House of Refuge for Women, Hudson, 1881); Western House of Refuge, Albion, 1890; New York State Reformatory for Women, Bedford, 1892; Rome State Custodial Asylum, Rome, 1893; Craig Colony for Epileptics, Sonyea, 1894; New York State Woman's Relief Corps Home, Oxford, 1894; New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, 1900.

The receipts of these institutions for the fiscal year ending September 30, 1905, including balance on hand at the beginning of the year (\$42,098.50), amounted to \$1,587,271.23. Their expenditures aggregated \$1,549,028.56; \$1,106,620.30 being for maintenance; \$382,147.70 for improvements; while \$60,260.56 was returned to the State Treasurer pursuant to the provisions of the law. The total number of their beneficiaries was 9,395.

During the year all the State institutions under the jurisdiction of the Board were visited and inspected by the several committees and Commissioners of the Board respectively charged with their oversight. They were also, together with the private institutions receiving State appropriations, regularly visited and inspected by the Board's Inspector of State Charitable Institutions.

PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS.

The following named schools and institutions, ten in number, under private management but mainly supported by State appropriations, are also subject to the Board's visitation and inspection: New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the City of New York (usually known as the House of Refuge), New York, 1824; New York Institution for the Blind, New York, 1831; Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1869; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Westchester, with branches at Brooklyn and Fordham, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1891.

The receipts of these institutions for the fiscal year ending September 30, 1905, were, from cash on hand, \$98,898.90; from public sources, \$694,551.14; from private sources, \$690,520.48; total receipts, \$1,483,970.52. Their expenditures aggregated \$1,330,684.39, and the total number of their beneficiaries was 3,271.

SUMMARY OF RECOMMENDATIONS FOR LEGISLATION.

The Board desires to offer the following recommendations for Legislation:

First. That appropriations to the State institutions be subdivided in the appropriation bill so that fixed sums shall be appropriated for food supply and clothing, apart from the sums appropriated for salaries and other fixed charges. This should insure sufficient appropriations for the most important needs of the inmates which will not be subject to encroachment in the attempt to provide for other needs.

Second. That the State Custodial Asylum for Feeble-Minded Women at Newark and the Rome State Custodial Asylum at Rome be enlarged so as to enable them to receive the adult feeble-minded now improperly retained in almshouses contrary to the provisions of the Poor Law and the Penal Code, or provided for

in private institutions at greatly enlarged cost to the counties, cities and towns of the State. In the opinion of the Board expressed to the Legislature of 1905, the ideal system would be to care for all of the teachable feeble-minded children at the Syracuse State Institution for Feeble-Minded Children, the feeble-minded women and girls, except the epileptic, at the State Custodial Asylum for Feeble-Minded Women at Newark, and the feeble-minded men and boys, except the epileptic, at the Rome State Custodial Asylum. Those afflicted with epilepsy should be maintained at Craig Colony. As stated in the report referred to: "The facilities of these institutions should eventually be made ample to segregate all of these several classes, who should be received without regard to their physical condition or their mental grade. From the standpoint of the State's welfare it is as important to segregate the most degraded of this class physically and mentally, as it is to care for those of the higher grades."

Third. That the Craig Colony for Epileptics at Sonyea be enlarged as rapidly as practicable in order that it may be able to take epileptics of all classes from almshouses and other places where they cannot receive proper care. The Board approves the general plan of the Board of Managers of the Colony for such an arrangement of the buildings as shall permit of the complete segregation of various classes at the Colony. Having over 1,800 acres of land such arrangements are entirely feasible.

Fourth. That the selection of a farm site for the New York State Training School for Boys be expedited as much as possible through supplementary legislation or otherwise, as may be necessary. More than a year and a half has elapsed since the passage of chapter 718 of the Laws of 1904, creating a Commission to select such a site, but the Board is informed that none has as yet been selected. It seems incredible that a satisfactory site cannot be found at a reasonable price within the statutory limit of fifty miles from the city of New York, but if such be the case it may be necessary to provide for an extension of this limit to sixty or seventy miles so as to avoid the restrictions of the Croton watershed.

The delay in securing a suitable site works a hardship to the boys maintained in the unsuitable quarters of the House of Refuge on Randall's Island.

TABLE OF APPROPRIATIONS MADE IN 1905 AND RECOMMENDED FOR 1906.

The following table shows the amounts appropriated for maintenance and for extraordinary expenses and reappropriations, respectively, by the Legislature of 1905 to the several State institutions subject to the Board's visitation and inspection, the amounts recommended by the Board for appropriations to such institutions by the Legislature of 1906 and the pages of this report wherein the condition and needs of the institutions are specifically set forth. These recommendations were agreed upon after careful inquiry and examinations made upon the ground with relation to the needs of the various institutions.

NAME AND LOCATION OF INSTITUTION.	NEW APPROPRIATIONS FOR 1905.		Reappropriations in 1905 for extraordinary expenses.	Total appropriations available in 1905.	APPROPRIATIONS RECOMMENDED FOR 1905.			Pages.
	Maintenance.	Extraordinary expenses.			Maintenance.	Extraordinary expenses.	Total.	
State Industrial School, Rochester.....	\$160,000 00	\$45,500 00	\$4,182 52	\$209,682 52	\$160,000 00	\$136,500 00	\$286,500 00	44-47
New York State Training School for Girls, Hudson.....	50,000 00	9,225 00	3,322 86	62,547 86	75,000 00	47,620 00	122,620 00	47-53
Western House of Refuge for Women, Albion.....	36,000 00	54,500 00	2,247 62	92,747 62	50,000 00	27,500 00	77,500 00	52-57
New York State Reformatory for Women, Bedford.....	56,000 00	50,300 00	95 42	106,395 42	65,000 00	80,600 00	145,600 00	57-62
Society for the Reformation of Juvenile Delinquents, New York.....	166,000 00	8,000 00	6,674 73	180,674 73	150,000 00	5,000 00	155,000 00	62-67
Syracuse State Institution for Feeble-Minded Children, Syracuse.....	94,831 28	4,500 00	.....	99,331 28	85,250 00	6,950 00	92,200 00	67-70
State Custodial Asylum for Feeble-Minded Women, Newark.....	67,000 00	64,700 00	14,214 61	145,914 61	75,000 00	95,050 00	170,050 00	70-76
Rome State Custodial Asylum, Rome.....	90,000 00	79,500 00	480 17	169,980 17	126,000 00	105,000 00	231,000 00	76-82
Craig Colony for Epileptics, Sonysa.....	150,000 00	98,500 00	22,281 39	270,781 39	175,000 00	180,950 00	355,950 00	82-88
New York State Soldiers and Sailors' Home, Bath.....	242,000 00	16,000 00	396 75	259,296 75	250,000 00	54,897 00	304,897 00	88-93
New York State Woman's Relief Corps Home, Oxford.....	30,000 00	5,100 00	3,777 07	38,877 07	35,000 00	35,305 00	70,305 00	93-97
The Thomas Indian School, Iroquois.....	27,000 00	4,200 00	.....	31,200 00	30,000 00	41,400 00	71,400 00	97-101
New York State School for the Blind, Batavia.....	41,000 00	4,500 00	4,063 34	49,563 34	40,000 00	11,650 00	51,650 00	102-105
New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.....	18,000 00	5,000 00	13,697 34	36,697 34	20,000 00	5,000 00	25,000 00	105-108
New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook.....	59,000 00	28,750 00	8,116 25	95,866 25	75,000 00	13,250 00	88,250 00	108-111
Totals.....	\$1,287,731 28	\$478,275 00	\$83,550 07	\$1,849,556 35	\$1,411,250 00	\$846,672 00	\$2,257,922 00	.....

In the opinion of the Board as expressed in its report to the Legislature of 1905, it would be greatly to the State's advantage if some comprehensive plan for the construction of State buildings and the laying out of their grounds could be adopted. In this way something approaching a standard could be followed and the more or less haphazard methods, through which the State has expended millions of dollars in construction work, be avoided hereafter. A commission, composed of experienced and representative men, should be able to decide upon some plan that the State might wisely follow.

Attention is again called to the suggestions contained in the Board's report to the Legislature of 1898:

"An intelligent inspection of the State charitable institutions subject to the supervision of this Board will lead to the conclusion that, with few exceptions, little forethought has been displayed in advance of the erection of the buildings for their proper location on the site available with regard not only to convenience, but to architectural effect. This can only be secured by considering and designing the entire institution as a whole.

"An average annual expenditure of about half a million dollars for new buildings for these institutions, without such preliminary examination of all the problems involved, as would be made by a private citizen if about to erect for himself a city or country residence, is careless and reprehensible.

"While disapproving any considerable expenditure made solely for architectural effect, it is manifestly true that if each of the institutions already established had been designed as a whole, and their different buildings carefully grouped, the effect produced would have been architectural without having added to the expense incurred by the State in their erection.

"The unfortunate custom has been to locate buildings with entire disregard to surrounding buildings both as to design and material, and to place them haphazard and often unnecessarily crowded about the grounds."

Another unfortunate experience has been a failure to give proper study to the purposes for which new buildings or additions to existing buildings have been proposed. After the erection and completion of such buildings and additions, they have been found not only inconveniently arranged internally, but also inadequate

for the purposes for which they were constructed. This lack of due consideration beforehand has necessitated considerable alterations in many cases, at a disproportionate expense for the accommodations gained, and, in the end, has left such buildings unsatisfactory.

State work should represent the very best architectural talent available. This does not necessarily mean that the State shall incur great expense to gratify the architectural tastes of its architect; but, on the contrary, it does mean that by employing the best architect the best work will be obtained at the least expense."

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE
STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1905.

	State Industrial School, Rochester.	New York State Training School for Girls, Hudson.	Western Refuge for Women, Albion.	New York State Re- formatory for Wo- men, Bedford.	New York House of Refuge (of the So- ciety for the Ref- ormation of Ju- venile Delin- quents in the City of New York).	Randall's Island. Syracuse State In- stitution for Feeb- le-Minded Chil- dren, Syracuse.	State Custodial Asy- lum for Feeble- Minded Women, Newark.	Roman Catholic Asy- lum, Albany.	Home.
Average number of inmates.....	609	184	186	227	703	518	560	716	
Total ordinary expenditures (exclusive of remittance to State Treasurer).....	\$157,507 82	\$52,068 52	\$38,609 05	\$51,099 98	\$153,873 36	\$91,740 38	\$64,443 56	\$99,632 76	
Average annual cost of support.....	258 63	282 98	207 58	225 11	218 88	177 10	115 08	139 15	
Average weekly cost of support.....	4 98	5 44	3 99	4 33	4 20	3 40	2 21	2 67	
Expended for salaries of officers, wages and labor.....	76,114 11	24,154 60	15,347 17	23,787 22	72,554 77	37,627 57	26,597 10	41,770 67	
Average annual per capita expenditure for salaries, wages and labor.....	124 98	131 28	82 51	104 79	103 21	72 64	47 50	58 34	
Expended for provisions.....	26,272 05	8,895 66	6,764 97	11,115 06	37,466 96	21,337 87	17,799 26	23,539 81	
Average annual per capita expenditure for provisions.....	43 14	48 18	36 37	48 97	53 29	31 19	31 78	32 88	
Expended for household stores.....	3,601 57	1,804 81	1,397 48	1,373 68	4,635 97	3,436 86	2,886 69	3,138 38	
Average annual per capita expenditure for household stores.....	5 91	9 81	7 52	6 05	6 59	6 63	5 07	4 33	
Expended for clothing.....	12,088 72	2,152 84	2,136 08	3,030 87	12,484 85	7,446 51	2,929 43	6,214 69	
Average annual per capita expenditure for clothing.....	19 85	11 70	11 49	13 35	17 76	14 38	5 23	8 68	
Expended for fuel and light.....	20,617 94	7,486 85	5,347 60	7,441 43	15,844 49	13,127 87	7,647 90	15,933 71	
Average annual per capita expenditure for fuel and light.....	33 86	40 69	28 75	32 78	22 54	25 34	13 66	22 25	
Expended for hospital and medical supplies.....	1,084 53	323 74	387 24	261 68	623 70	908 08	673 29	304 74	
Average annual per capita expenditure for hospital and medical supplies.....	1 78	1 76	2 08	1 15	1 89	1 75	1 20	4 43	
Expended for transportation and traveling expenses.....	2,521 60	2,368 58	1,150 24	687 58	1,025 49	65 52	.....	.....
Average annual per capita expenditure for transportation and traveling expenses.....	4 14	12 87	6 18	3 03	1 46	13	.....	.....
Expended for shop, farm and garden supplies.....	5,904 80	1,338 87	1,025 44	1,162 08	5,536 27	4,506 24	3,108 22	5,194 96	
Average annual per capita expenditure for shop, farm and garden supplies.....	9 70	7 27	5 51	5 12	7 87	8 70	5 55	7 25	
Expended for ordinary repairs.....	697 13	184 85	53 15	301 54	.....	311 02	57 99	825 56	
Average annual per capita expenditure for ordinary repairs.....	1 14	1 01	29	1 33	.....	60	10	1 15	
Expended for expenses of trustees or managers.....	779 21	534 02	584 00	233 66	.....	80 45	\$301 09	386 77	
Average annual per capita expenditure for expenses of trustees or managers.....	1 28	2 90	3 14	1 03	.....	16	54	54	
Expended for all other ordinary expenses.....	7,826 16	2,854 20	4,415 18	1,705 18	3,701 86	2,892 39	2,492 39	2,323 47	
Average annual per capita expenditure for all other ordinary expenses.....	12 88	15 51	23 74	7 51	5 27	5 58	4 45	3 25	

*Includes the value of home and farm products consumed.

†Under private management, but supported by State appropriations.

‡Includes expenses of officers.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE
STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1905.—(Concluded.)

	Craig Colony for Epileptics, Sonyea.	New York State Soldiers and Sail- ors' Home, Bath.	New York State Women's Relief Corps Home, Ox- ford.	The Thomas Indian School, Iroquois.	New York State School for the Blind, Batavia.	New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw.	New York State Hospital for In- treatment of In- ipient Pulmonary Tuberculosis, Kay- brook.	Totals and averages.
Average number of inmates.....	992	1,820	149	160	137	30	86	**472
Total ordinary expenditures (exclusive of remittance to State Treasurer).....	\$105,682 78	\$234,143 10	\$28,557 19	\$27,011 05	\$38,511 01	\$11,937 44	\$45,675 66	†\$1,200,493 86
Average weekly cost of support.....	107 02	128 65	191 07	168 82	281 10	397 91	531 11	**232 72
Average annual cost of support.....	3 22	2 48	3 70	3 24	5 41	7 05	10 21	**4 47
Expended for salaries of officers, wages and labor.....	65,518 43	75,231 30	10,498 78	13,723 23	24,289 08	4,719 52	14,466 93	†526,370 48
Average annual per capita expenditure for salaries, wages and labor.....	66 05	41 34	70 26	85 77	177 29	157 32	108 22	**99 43
Expended for provisions.....	43,452 17	83,738 44	7,341 10	3,826 86	5,668 99	2,450 90	15,579 25	†315,218 05
Average annual per capita expenditure for provisions.....	43 80	46 01	49 27	23 92	41 38	81 69	181 15	**53 53
Expended for household stores.....	7,178 94	5,859 99	694 57	770 46	645 79	153 11	1,870 71	†39,399 01
Average annual per capita expenditure for household stores.....	7 24	3 22	4 66	4 81	4 71	5 10	21 75	**6 90
Expended for clothing.....	9,844 42	19,293 14	908 99	1,420 43	652 25	98 03	1,704 71	†82,405 96
Average annual per capita expenditure for clothing.....	9 93	10 60	6 10	8 88	4 76	3 27	20 52	**11 10
Expended for fuel and light.....	23,414 48	32,478 64	5,952 25	3,350 29	4,131 69	858 30	6,047 74	†109,681 19
Average annual per capita expenditure for fuel and light.....	23 60	17 84	39 95	20 94	30 16	28 61	70 32	**30 09
Expended for hospital and medical supplies.....	2,244 28	4,235 92	819 18	151 40	213 36	834 41	1,780 12	†14,845 67
Average annual per capita expenditure for hospital and medical supplies.....	2 26	2 38	5 50	95	1 56	27 81	20 70	**4 81
Expended for transportation and traveling expenses.....	62 87	232 72	.....	44 38	109 05	300 00	.....	†8,568 63
Average annual per capita expenditure for transportation and travel- ing expenses.....	06	13	.....	28	80	10 00	.....	**2 61
Expended for shop, farm and garden supplies.....	7,373 85	5,869 77	981 93	1,513 10	931 16	10 00	1,131 58	†45,607 92
Average annual per capita expenditure for shop, farm and garden supplies.....	7 43	3 22	6 60	9 46	6 80	1 00	13 16	**6 98
Expended for ordinary repairs.....	1,673 10	545 75	.....	175 04	92 47	37 78	99 68	†5,055 06
Average annual per capita expenditure for ordinary repairs.....	1 69	30	.....	1 09	67	1 26	1 16	**78
Expended for expenses of trustees or managers.....	796 54	397 00	850 70	375 95	479 24	650 87	1,083 94	†17,483 44
Average annual per capita expenditure for expenses of trustees or managers.....	80	22	5 71	2 35	3 50	21 70	12 02	**3 73
Expended for all other ordinary expenses.....	4,123 70	6,240 43	539 59	1,659 91	1,297 42	1,804 67	1,901 00	†45,798 25
Average annual per capita expenditure for other ordinary ex- penses.....	4 16	3 44	3 62	10 37	9 47	60 15	22 11	**12 76

**Average for fifteen institutions. ††Total expenditures for fifteen institutions.

TABLE SHOWING THE NUMBER OF INMATES IN THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES, OCTOBER 1, 1905, ARRANGED WITH REFERENCE TO THE REPRESENTATION FROM THE SEVERAL COUNTIES OF THE STATE.

COUNTIES.	State Industrial School, Rochester	New York State Training School for Girls, Hudson	Western House of Refuge for Women, Albion	New York State Reformatory for Women, Bedford	New York House of Refuge (of the Society for the Reforma- tion of Juvenile Delinquents in the City of New York), Randall's Island,†	Syracuse State Institution for Feeble-Minded Children, Syracuse	State Custodial Asylum for Feeble-Minded Women, New- ark	Rome State Custodial Asylum, Rome	Craig Colony for Epileptics, Soyea	New York State Soldiers and Sailors Home, Bath	New York State Woman's Re- lief Corps Home, Oxford	The Thomas Indian School, Iroquois	New York State School for the Blind, Batavia***	New York State Hospital for the Care of Crippled and De- formed Children, West Haverstraw	New York State Hospital for the Treatment of Incurable Pulmonary Tuberculosis, Raybrook	Total
Albany.....	40	3	...	3	2	22	17	18	23	90	3	...	...	...	11	232
Allegany.....	4	...	...	...	...	7	7	4	16	7	...	...	...	...	...	47
Broome.....	21	10	13	...	...	6	8	5	9	38	...	...	...	...	...	114
Cattaraugus.....	6	7	...	...	...	7	7	6	9	14	2	...	...	...	1	139
Cayuga.....	8	2	3	...	...	4	10	7	15	17	2	...	...	4	...	71
Chautauque.....	14	1	3	...	...	4	7	10	17	14	...	...	...	...	...	61
Chemung.....	10	2	9	...	...	15	11	3	7	39	1	...	...	...	1	105
Chenango.....	3	...	2	...	...	10	6	2	10	7	3	...	...	...	...	29
Clinton.....	2	1	...	...	...	3	4	4	3	1	...	...	...	...	...	18
Columbia.....	9	7	...	1	...	13	9	8	3	11	1	...	...	...	...	66
Cortland.....	...	...	...	...	...	3	4	2	6	8	1	...	...	...	...	24
Delaware.....	3	1	...	...	...	7	3	5	2	2	1	...	...	...	...	24
Dutchess.....	1	6	...	1	14	3	6	6	11	18	3	...	...	...	...	27
Erie.....	81	1	27	...	...	43	48	47	70	193	15	...	...	1	...	68
Essex.....	2	1	...	...	...	2	...	4	9	2	...	...	...	...	22	571
Franklin.....	8	...	...	...	...	...	5	7	9	10	...	...	...	...	1	16
Fulton.....	2	1	3	...	...	...	11	4	7	7	...	...	...	2	...	37
Genesee.....	4	...	...	...	...	3	5	3	8	9	2	...	...	...	2	39
Greene.....	1	1	...	...	2	...	1	3	...	2	...	...	...	...	...	35
Hamilton.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	13
Herkimer.....	5	...	...	...	...	...	8	5	3	...	...	...	...	...	...	1
Jefferson.....	5	17	9	...	...	...	10	7	7	21	...	...	...	...	1	48
Kings.....	10	10	...	37	60	40	25	76	129	401	27	...	...	4	...	809
Lewis.....	1	1	...	...	...	4	3	3	6	2	...	...	...	...	...	18
Livingston.....	6	...	...	...	...	5	3	6	3	23	1	...	...	...	...	49
Madison.....	7	1	...	...	...	6	3	6	3	14	5	...	...	...	...	45
Monroe.....	...	6	...	...	...	20	23	19	56	141	5	...	...	1	...	395
Montgomery.....	75	2	46	...	...	5	5	5	7	10	...	...	...	...	1	36
Nassau.....	...	2	1	...	11	1	2	5	5	12	...	...	...	...	...	40
New York.....	4	44	...	119	427	83	129	226	336	343	22	...	...	19	50	1,802

Niagara.....	19	4	20	.....	.....	4	8	10	14	24	1	119	.....	.....	.....	2	125
Oneida.....	6	8	5	.....	.....	26	9	13	18	40	16	117	.....	.....	.....	.....	148
Onondaga.....	48	28	26	.....	.....	32	11	17	20	65	8	116	.....	.....	.....	.....	272
Ontario.....	6	1	2	.....	4	9	13	6	13	22	1	.....	.....	.....	3	.....	71
Orange.....	1	10	.....	.....	15	7	13	10	6	25	3	.....	.....	.....	.....	.....	94
Orleans.....	4	.....	2	.....	.....	.....	3	2	8	12	1	.....	.....	.....	.....	.....	32
Oswego.....	16	.....	.....	.....	.....	4	9	7	17	17	2	.....	.....	.....	1	.....	72
Osseo.....	17	5	3	.....	.....	13	9	7	.....	.....	1	.....	.....	.....	.....	.....	48
Putnam.....	7	3	3	.....	.....	1	1	1	1	1	.....	.....	.....	.....	.....	.....	9
Queens.....	1	1	.....	.....	2	3	3	9	12	12	5	.....	.....	.....	.....	.....	54
Rensselaer.....	.....	6	.....	.....	6	11	12	5	13	39	.....	.....	.....	.....	3	.....	119
Richmond.....	20	6	.....	.....	7	7	2	4	7	4	.....	.....	.....	.....	.....	4	23
Rockland.....	.....	1	.....	.....	.....	1	3	5	16	12	1	.....	.....	.....	3	.....	48
St. Lawrence.....	2	6	2	.....	.....	9	6	8	10	12	.....	.....	.....	.....	.....	.....	74
Saratoga.....	15	6	6	.....	.....	7	9	7	10	13	.....	.....	.....	.....	.....	.....	75
Schenectady.....	17	6	6	.....	.....	1	4	5	3	13	.....	.....	.....	.....	.....	.....	36
Schoharie.....	5	5	.....	.....	7	3	3	3	4	6	.....	.....	.....	.....	.....	.....	27
Schuyler.....	1	.....	.....	.....	.....	1	3	4	1	8	1	.....	.....	.....	.....	.....	20
Seneca.....	2	.....	.....	.....	.....	1	7	5	13	18	1	.....	.....	.....	.....	.....	28
Steuben.....	16	4	7	.....	.....	9	.....	9	12	65	8	.....	.....	.....	.....	.....	138
Suffolk.....	.....	2	.....	.....	20	2	6	12	12	9	.....	.....	.....	.....	.....	1	70
Sullivan.....	.....	.....	.....	.....	.....	7	5	4	4	7	.....	.....	.....	.....	.....	.....	24
Toga.....	5	1	3	.....	.....	4	7	3	8	9	1	.....	.....	.....	1	.....	45
Tompkins.....	7	3	2	.....	.....	9	6	4	5	10	.....	.....	.....	.....	.....	.....	46
Ulster.....	2	5	.....	.....	4	10	8	11	6	17	.....	.....	.....	.....	.....	.....	63
Warren.....	.....	.....	2	.....	.....	3	4	3	6	10	.....	.....	.....	.....	.....	.....	32
Washington.....	8	.....	.....	.....	.....	4	5	4	4	10	.....	.....	.....	.....	.....	.....	36
Wayne.....	3	.....	.....	.....	.....	3	20	6	5	23	3	.....	.....	.....	.....	.....	63
Westchester.....	10	1	.....	.....	16	11	16	19	28	36	7	.....	.....	.....	3	.....	200
Wyoming.....	.....	2	1	.....	.....	3	8	2	6	7	5	.....	.....	.....	.....	.....	32
Yates.....	.....	.....	.....	.....	.....	3	6	4	7	12	.....	.....	.....	.....	.....	.....	39
State at large.....	.....	.....	.....	.....	.....	.....	.....	6	.....	124	.....	.....	.....	.....	.....	.....	6
From other states.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	124
Total.....	546	*236	*205	†227	594	528	597	733	1,050	2,158	106	149	.....	.....	45	100	7,334

*Of these, 7 were infants, † Of these, 4 were infants, ‡ Under private management, but supported by state appropriations, § Of these, 11 belong to the Allegany Reservation and 71 to the Cattaraugus Reservation. ¶ Tonawanda Reservation. **St. Regis Reservation. †† Tuscorora Reservation. ‡‡ Oneida Reservation. §§ Onondaga Reservation

¶¶ Because of repairs, this School was not open until November 8, 1905.

STATE INDUSTRIAL SCHOOL, ROCHESTER, MONROE
COUNTY.

Established 1846.

This institution has capacity for 900 inmates. At the beginning of the fiscal year there were present 686 boys. During the year 435 boys were admitted, 574 boys were discharged and 1 boy died, leaving a population October 1, 1905, of 546 boys. The average number of inmates during the year was 609 and the average weekly cost of support, including the value of home and farm products consumed, \$5.99; excluding this value, \$4.96.

The receipts during the fiscal year were: From cash on hand at the beginning of the year, \$326.29; from special appropriations, \$88,291.30; from general appropriations, \$158,500; from other sources, \$991.73; making the total receipts for the year, \$248,109.32.

The ordinary expenditures were: For salaries of officers, \$12,360.54; for wages and labor, \$63,753.57; for provisions, \$26,272.05; for household stores, \$3,601.57; for clothing, \$12,088.72; for fuel and light, \$20,617.94; for hospital and medical supplies, \$1,084.53; for transportation and traveling expenses, \$2,521.60; for shop, farm and garden supplies, \$5,904.80; for ordinary repairs, \$697.13; for expenses of managers, \$779.21; for remittance to State Treasurer, \$991.73; for unclassified expenses, \$7,826.16; total, \$158,499.55.

The extraordinary expenses were \$88,291.30, of which \$77,039.76 were for improvements and extraordinary repairs, and \$11,251.54 for all other extraordinary expenses, making the aggregate expenditures for the year \$246,790.85, and leaving October 1, 1905, a cash balance of \$1,318.47. The balance in cash was the only asset and there was no outstanding indebtedness.

Of the expenditures for maintenance during the year, 48.3 per cent. was for salaries, wages and labor, 16.7 per cent. for provisions, 2.3 per cent. for household stores, 7.7 per cent. for clothing, 13.1 per cent. for fuel and light, .7 of 1 per cent. for hospital and medical supplies, 1.6 per cent. for transportation and traveling expenses, 3.7 per cent. for shop, farm and garden supplies, .4 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers, and 5 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, rewards to inmates, repairs and betterments of tools, equipment and furniture, necessary tools to properly conduct the trade schools, common schools and military system, and photographing inmates, \$160,000.

Chapter 703, Laws of 1905 (special act), appropriated for five cottages, \$37,500; for fruit trees and small fruit plants, \$1,000; for stock, equipment and seeds, \$5,000; and for repairs and equipment, \$2,000.

Chapter 700, Laws of 1905 (supply bill), reappropriated from the unexpended balances under chapter 599 of the Laws of 1903, for repairs and equipment, \$61.61; for site and buildings, \$4,120.91.

The maintenance appropriation was \$160,000, the special appropriation amounted to \$45,500, the reappropriation to \$4,182.52, making the total appropriation available, \$209,682.52.

The removal of the State Industrial School to its new home, eleven miles south of Rochester, is progressing slowly. The appropriations made by the Legislature of 1904 were to provide sixteen cottages and barns, a bakery, store house, reception house, a hospital and an ice house. Work began upon the cottages September 26, 1904, and at the close of the fiscal year, September 30, 1905, not one of these cottages was completed and ready for occupancy. The Legislature of 1905 made an appropriation for the construction of five additional cottages and barns, and contracts for their construction, together with the bakery and store house, provided for in the former appropriation, were let in September of this year and work begun. The original contract of 1904 called for the completion of the sixteen cottages and barns in May, 1905; but, on September 30, 1905, five months after the date when the buildings should have been completed, not one was finished. At that time eight cottages were enclosed and plastered, and, on the remainder, very little work had been done, and some of this (excavations made for the cellars) was done by the boys of the institution. This prolonged and unnecessary delay is a serious hindrance to the successful work as well as to the removal of the institution. There is no good reason why cottages of the character contracted for—simple frame structures—should require more

than three months to build. Yet, at the present rate of progress, two years must elapse before the cottages are ready for occupancy.

The work done on these buildings is not satisfactory. Some of the material used is poor, the interior design is not good, and already the necessity for speedy repair is indicated.

There are 119 boys on the new site. They are distributed among the cottages purchased with the land, and are employed in farm work, planting, building, grading, cleaning, draining land and in the making of roads. The farm operations were very successful during the year. The crops were large and diversified. It is to the credit of the boys that they take a deep interest in the success of the particular farm to which they are assigned, and that a generous rivalry exists between the several groups as to which shall make the best showing for the year. In addition to the ordinary farm work and care of the stock they have done considerable fencing, extended the roads and driveways, excavated the cellars for barns and cottages, and made many repairs.

The Legislature of 1905 was requested to make an appropriation of \$25,000 for an industrial building. This will be required as soon as the majority of the boys are on the new site. It is expected that the Rochester buildings can be vacated in another year, and if this is done, the industrial building will then be necessary.

Up to the present time contracts have been made for twenty-one cottages. These cottages are to accommodate 525 boys. To make the necessary provision for a population of 650 or 700 boys will require at least five more buildings each of the same capacity as those now under construction. It is intended that all kinds of food ordinarily raised upon a farm in this State shall be raised by the boys, in sufficient quantities for their own use. The land has been subdivided so that each cottage is in the center of a farm of 50 acres, which is to be worked and controlled by the cottage family. For this reason it is essential that the additional cottages be erected as soon as possible, and that all the boundary fences be built and the water and drainage connections made. The farm stock also, and tools for cultivating the land should be provided at this time. In fact, everything required for success-

fully carrying on the new work of the school ought to be in place when the buildings in Rochester are vacated.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be needed:

For an administration building, \$25,000; for an industrial building, \$15,000; for boiler-room and power-plant building, \$15,000; for superintendent's residence, \$5,000; for a creamery building, \$3,000; for a fruit evaporating building, \$2,000; for fencing, \$3,000; for Catholic chapel, \$10,000; for Protestant chapel, \$15,000; for five cottages, \$37,500; for fruit trees and small fruit plants, \$1,000; for stock, equipment and seeds, \$5,000; making the special appropriations approved, \$136,500; for maintenance, \$160,000; making the total appropriations recommended, \$296,500.

NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, COLUMBIA COUNTY.

Originally established in 1881 as the House of Refuge for Women.

Established 1904.

This institution has capacity for 285 inmates. The number of inmates October 1, 1904, was 163, and 153 were admitted during the year, making the total number under care 316. During the year 80 were discharged, thus leaving under care October 1, 1905, 236, of whom 7 were infants. The average number present during the year was 184, and the average weekly cost of support, including the value of home and farm products consumed, \$5.70; excluding this value, \$5.44.

The receipts during the fiscal year ending September 30, 1905, were: From cash balance of the previous year, \$4,231.70; from special appropriations, \$11,091.15; from general appropriations, \$51,000; from other sources, \$127.16; total, \$66,450.01.

The ordinary expenditures of the year were: For salaries of officers, \$18,053.03; for wages and labor, \$6,101.57; for provisions, \$8,865.66; for household stores, \$1,804.81; for clothing, \$2,152.84; for fuel and light, \$7,486.85; for hospital and medical

supplies, \$323.74; for transportation and traveling expenses, \$2,368.58; for shop, farm and garden supplies, \$1,338.37; for ordinary repairs, \$184.85; for expenses of managers, \$534.02; for remittance to State Treasurer, \$127.16; for all other ordinary expenses, \$2,854.20; total, \$52,195.68.

The extraordinary expenditures were reported as \$12,931.15, of which \$11,746.52 was for buildings and improvements, \$517.52 for extraordinary repairs, and \$667.11 for all other extraordinary expenses, making the total expenditures for the year, \$65,126.83, and the cash balance October 1, 1905, \$1,323.18.

Of the expenditures for maintenance during the year 46.4 per cent. was for salaries, wages and labor, 17 per cent. for provisions, 3.5 per cent. for household stores, 4.1 per cent. for clothing, 14.4 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, 4.6 per cent. for transportation and traveling expenses, 2.6 per cent. for shop, farm and garden supplies, .3 of 1 per cent. for ordinary repairs, 1 per cent. for expenses of managers, and 5.5 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for the maintenance of the institution and for the transportation of those committed to it, \$50,000.

Chapter 703, Laws of 1905 (special act), appropriated for coal pockets with driveway forming retaining wall to boiler-house, \$5,000; for contact bed for sewage disposal plant, \$1,000; for reimbursing the maintenance fund for amount paid from said fund for fire escapes, \$725; and for repairs and equipment, \$2,500.

Chapter 700, Laws of 1905 (supply bill), reappropriated from the unexpended balance under chapter 590 of the Laws of 1903, for dynamo, engine and connections, \$2,348.06; under chapter 729 of the Laws of 1904, for ranges and fittings, \$500; for fire escapes, \$300; and for trees and shrubs, \$174.80.

The maintenance appropriation was \$50,000, the special appropriation amounted to \$9,225, the reappropriation to \$3,322.86, making the total appropriation available, \$62,547.86.

In 1881, The House of Refuge for Women was established at Hudson, N. Y., and it continued as such until chapter 453 of the Laws of 1904, reestablished it as the New York State Training

School for Girls. It is an institution for the training of delinquent girls under the age of sixteen years. Since the passage of this act, this training school has been the only State institution to which delinquent girls of this age can be committed. Girls of this character have been sent heretofore to private institutions and to the girls' departments of the House of Refuge on Randall's Island, N. Y., and the State Industrial School, at Rochester, N. Y. Commitments to the two latter institutions ceased on June 1, 1904, and since then young girls have been sent to this institution from all parts of the State of New York. The result of the change in the character of the institution has been to increase the inmate population rapidly. At the close of the fiscal year, September 30, 1905, all the available dormitory space was occupied and it was necessary to place many of the girls in the cell rooms of the old Refuge building. The presence of many women who were committed to the institution while it was a House of Refuge for Women has interfered seriously with the development of the training school. It has been impossible to separate completely the older inmates from the young girls. In fact, the former Refuge building, originally intended for difficult cases, has brought the two classes of inmates together in a very undesirable way. The construction of the building makes it impossible to prevent this. The walls and corridors and ordinary doors afford ready means of communication, and the influence of the older class of inmates upon the younger ones has been detrimental. For this reason the women have been paroled as rapidly as possible, but 67 still remain and some of them will probably remain until the expiration of their sentences.

The growth of the institution requires the immediate construction of additional cottages to keep pace with the commitments. These cottages should be provided for by appropriation and the work of building be pushed as rapidly as possible. The plan of the Training School looks to a system of instruction and training by which young girls of the delinquent class shall be fitted for lives of usefulness when discharged from the institution. Such a course of training differs from simple custodial care. It takes into consideration the traits, characteristics and possibilities of each girl. It makes provision for mental and moral training

and gives effective attention to the development of the physique. A course of training of this character cannot be carried out without considerable expense above the cost of ordinary maintenance. It will require a corps of competent teachers, and matrons and assistants of high character, for upon the teachers and matrons the efficiency of the institution will be dependent. If they fail to exert a proper and controlling influence upon the girls, the objects of the institution will be defeated, but, on the contrary, if they can make themselves felt in an uplifting and helpful way, the girls will be truly reformed and prepared for life work.

With 203 young girls in this institution, all under sixteen years of age, the school problem is very serious. Ninety-six of these girls are fifteen years old, 57 are fourteen years, 34 are thirteen, and 16 are twelve years of age, and all have hitherto been deprived of proper educational opportunities. They need teachers of more than ordinary ability if, in spite of the time lost, their education is to be made equal to that of children in the common schools. More than scholarship is needed in the teachers. They will have charge of the girls during most of each day, and unless of strong personality, and possessed of good judgment, tact and sympathy, will fail to accomplish what is required. The Board of Managers says:

"Because ours is not in all ways a desirable position to offer the best teachers, we should be able to tender sufficient inducement in the way of salaries to attract and hold women of ability and experience, and we advise raising the salaries of assistant teachers to \$40 a month and maintenance, and that of head teacher to \$50 a month and maintenance, said salaries to increase with the efficiency, and length of time of service."

The present population requires at least four teachers, and as the classes in this institution should be smaller than those in the common schools, it would be better to employ one teacher for each forty girls in the institution and to add others as the population increases. The moral influences of such a force of able, sympathetic teachers will be invaluable, while without enough teachers it will be impossible for the Training School to do the work contemplated by its establishment.

The population, on September 30, 1905, was 236, an increase of 73 for the year. Of this number 67 were women. To accom-

moderate this population and the additional young girls committed since that date, four new cottages, each for 25 inmates and the necessary attendants, are needed. When the 67 older inmates are discharged or paroled, the use of the prison or old Refuge building, with its cell rooms, should be discontinued except as a quarantine and reception building wherein the girls can be placed for observation until such time as they are classified. The plan of training substitutes the school idea for that of the prison. The sooner the cell rooms are abandoned, therefore, the better. Solid doors should take the place of the bars, and an electric annunciator system should be substituted for locks and bolts.

Another improvement required is an enlargement in the electric equipment. Two years ago an appropriation was made for extending the switch board. This has not been used yet. Another dynamo was also provided for and one has been sent to the school. It was formerly at the Soldiers' Home at Bath, N. Y., but it has no engine to make it effective. It is poor economy to send worn-out or poor machinery from one institution to another. The old dynamos which were used for years at the Soldiers' Home are now out of date, and the use at the Soldiers' Home unfits them for satisfactory service in any other institution. It is much better to buy a new direct-connected electric unit, all complete, than to patch up the power plant of one institution by the cast-off equipment of another.

Nothing has been done in the matter of completing the equipment for sewage disposal since the last report, except to overhaul the traps. There was available, September 30, 1904, and during the year, the sum of \$870.40 for the completion of the sewage disposal plant. No contact bed for the effluent has been prepared, nor have any plans been prepared looking to this improvement. Complaints made by the managers that the work upon the sewage disposal plant was not satisfactory, resulted in some repairs and improvements. The consulting engineer of the State Board of Health reported in February, 1905, that the connections were not "effectively trapped at each point of entry to the buildings." He also wrote at that time that "the defects were such as any intelligent inspector could have detected and ascertained without attention from this department. In fact,

defects should not have occurred on work properly inspected and directed." He did not indicate all the sources of the trouble, but a change in some of the pipes prevented the return of gases into the buildings. It was then found that traps had been placed at most of the points of entry into the buildings. The true fault was in the plans adopted for which the consulting engineer was paid \$400. These were changed in the State Architect's office but later restored to the original form by the consulting engineer. Why should the New York State Training School for Girls have been compelled to pay any one for such plans? It is the duty of the State Architect to prepare all plans for improvements.

An appropriation was asked for a fire escape on the Industrial Building last year, and the request is renewed. It is estimated that it will cost \$1,000. It is essential that every improvement necessary to the safety of the inmates be made as quickly as possible. Should any emergency arise in which the fire escapes are needed, any one responsible for delay in their construction would be in a very undesirable position, especially if inmates should lose their lives.

The enlargement of the institution makes it necessary that more school rooms be provided. Two class rooms can be arranged on the third floor of the Industrial Building, and an appropriation should provide for the structural changes required.

There are many minor repairs and additions to the equipment required. The bars should be removed from the windows of the prison building and wire guards swung on hinges should take their places. Provision for recreation and arrangements for work in the open air should be provided. In this connection, the recommendation of a year ago is renewed, that the inner fence be removed and a safe outer fence be provided. Exercise in the open air is essential to health, and the larger grounds will lessen the feeling of irritation which is caused by the high prison fence now in use. There is land outside of the present inner fence which is suitable for gardens. Its care will furnish healthful employment to the girls and their interest in flowers and plants should be fostered for its educational value.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For two new cottages, each to accommodate twenty-five inmates and necessary attendants, \$40,000; for a fire escape on the industrial building, \$1,000; for the construction of school rooms on the third floor of the industrial building, \$2,500; for a new outer fence and the removal of the present inner fence, \$1,500; for an electric annunciator system, \$1,000; for the completion of the sewage disposal plant, \$870; for enlarging dynamo room, \$500; for extending switch board, \$250; making the special appropriations approved, \$47,620; for maintenance, \$75,000; making the total appropriations recommended, \$122,620.00.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION, ORLEANS COUNTY.

Established 1890.

This institution has capacity for 150 inmates. The number of inmates present October 1, 1904, was 168, and 127 were admitted during the year, making the total number under care 295. During the year 86 were discharged and 4 died, leaving 205 present October 1, 1905, of whom 7 were infants. The average number present during the year was 186 and the average weekly cost of support, including the value of home and farm products consumed, \$3.99; excluding this value, \$3.77.

The receipts for the fiscal year ending September 30, 1905, were: From cash balance of the previous year, \$809.37; from special appropriations, \$5,052.13; from general appropriations, \$36,500; from home products, \$2,205.80; from miscellaneous sales, \$44.76 and from cash returned on transportation, \$6.00; total, \$44,618.06.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$15,347.17; for provisions, \$6,764.97; for household stores, \$1,397.48; for clothing, \$2,136.08; for fuel and light, \$5,347.60; for hospital and medical supplies, \$387.24; for transportation and traveling expenses, \$1,150.24; for shop, farm and garden supplies, \$1,025.44; for ordinary repairs, \$53.15; for expenses of managers, \$584.00; for remittance to State Treasurer, \$44.76, and for all other ordinary expenses, \$4,415.68; total, \$38,653.81.

The extraordinary expenditures for improvements and repairs were \$5,052.13, making the total expenditures, \$43,705.94, and

leaving a cash balance of \$912.12 at the close of the year. There was no outstanding indebtedness, and the only asset was the balance in cash.

Of the expenditures for maintenance during the year 39.8 per cent. was for salaries, wages and labor, 17.5 per cent. for provisions, 3.6 per cent. for household stores, 5.5 per cent. for clothing, 13.9 per cent. for fuel and light, 1 per cent. for hospital and medical supplies, 3 per cent. for transportation and traveling expenses, 2.7 per cent. for shop, farm and garden supplies, .1 of 1 per cent. for ordinary repairs, 1.5 per cent. for expenses of managers, and 11.4 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for the maintenance of the institution and for the transportation of those committed to it, \$36,000.

Chapter 703, Laws of 1905 (special act), appropriated for two cottages for inmates, \$38,000; for assembly hall with high basement for gymnasium, \$15,000; and for repairs and equipment, \$1,500.

Chapter 700, Laws of 1905 (supply bill), reappropriated unexpended balances as follows: Under chapter 588 of the Laws of 1903, for repairs and equipment, \$447.62; and under chapter 721 of the Laws of 1904, for furnishings, \$1,800.

The maintenance appropriation was \$36,000, the special appropriation amounted to \$54,500, and the reappropriation to \$2,247.62, making the total appropriation available, \$92,747.62.

This institution has more inmates under its care at the present time than the buildings were intended to accommodate. This is due to the change of the former House of Refuge at Hudson into a training school for delinquent girls under the age of sixteen years. Women between sixteen and thirty years of age, formerly subject to commitment to the Hudson institution, are now sent to the Western House of Refuge for Women at Albion, or to the New York State Reformatory, at Bedford. In consequence, both of these institutions are overcrowded, and it will be necessary to enlarge them to provide for the increased population. The Legislature of 1905 made an appropriation of \$53,000.00 for two cottages and an assembly hall for the Western House of Refuge. Bids were received for this work on July 13, 1905, but were in

excess of the appropriation. Some changes were made in the plans, and, on August 8, 1905, a contract was awarded for the work in the sum of \$43,743.00. At the close of the fiscal year, September 30, 1905, the only work which had been done on the contract was the selection and marking out of the sites of the new buildings. There is no prospect that these cottages will be erected and ready for occupancy before the close of the year, 1906. Many girls are now kept permanently in the refuge building. This is a disadvantage and militates against the success of the institution work. They should be in cottages. The cottage type of dormitory is the most satisfactory one for women of this class. It admits a certain measure of freedom and the inmates have more homelike surroundings. It permits the matrons to be in close daily intercourse with all the members of the cottage family which secures attention to their individual needs. In this way an exceedingly helpful moral influence is exerted upon the girls under training. Confinement in the refuge building for any protracted period is undesirable, as they cannot have the attention which they receive in the cottages.

Besides the new buildings there is urgent need of an enlargement of the administration building. It is small and there is neither sufficient office room nor enough bedrooms to accommodate the administrative staff. For this reason the proposed changes should be made and a wing be added. The State Board of Charities urged this enlargement heretofore, and renews the recommendation.

The old assembly hall has heretofore been used for schoolroom purposes. The construction of the new building contracted for will permit a rearrangement of this structure so as to fit it for school use. An appropriation is recommended for this purpose.

The hospital is not adequate to the needs of the institution, as it is too small. There should be an isolation or quarantine building connected with the reception house. This could be equipped to accommodate inmates belonging to the reception house who may need hospital treatment.

The electric lighting at the present time is supplied by the Albion Lighting Company. The growth of the institution makes an independent lighting plant necessary. It will be economical,

therefore, to install a new boiler and a direct-connected electric unit sufficient in capacity to supply not only the present buildings, but also the new ones under contract. For this purpose an appropriation is recommended.

During the year more cement walks were laid down. They add much to the comfort of the inmates. These walks should be extended until all of the buildings are provided for and cement walks extend wherever required through the grounds.

This institution has now a large accumulation of important records which are liable to be destroyed at any time should a fire break out in the administration building. It has no safe in which to keep them and one should be provided.

It is essential that an institution of this character should have such a system of patrols as will insure the safety of the inmates and property. A watchman's clock system should be installed and a guard be required to make rounds regularly and record them for reference.

Land adjoining the institution should be purchased for the extension of the building sites. All the ground suitable for cottages is now occupied. The growth of the institution will compel the location of future new buildings upon low and unsuitable ground unless the State arranges for the purchase or condemnation of adjoining land suitable for the purpose. The institution owns a farm, separated by a public highway from the buildings, but it is not a good location for the additional cottages which will be needed soon. It should be sold and the money realized used in the purchase of a better tract.

A year ago, the State Board of Charities, in its report on this institution, recommended the establishment of a traveling library for the use of the inmates of the State charitable and reformatory institutions. The Legislature of 1905 made an appropriation of \$1,200 for this purpose. Arrangements have been made to supply the several institutions with satisfactory books, selected by the superintendents and the director of the State Library, and it is believed that the inmates and employees of the State charitable institutions will be greatly benefited by this service. An appropriation, equal to that made by the Legislature of 1905, should be made from time to time until this special traveling library is sufficiently supplied with books and the sys-

tem well established, after which the only expenses will be for the purchase of new books, their transportation, and the necessary clerical service. The Legislature is urged to continue this appropriation.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For the enlargement of the administration building, \$3,500; for changing the old assembly hall into a schoolroom with equipment, \$1,000; for a suitable hospital, \$15,000; for an electric lighting plant completely equipped and installed, \$3,500; for a new 150 H. P. boiler and installation, \$1,000; for cement walks, \$500; for a safe for records, \$250; for a watchman's clock system, \$250; for the purchase of additional land, \$2,500; making the special appropriations approved, \$27,500; for maintenance, \$50,000; making the total appropriations recommended, \$77,500.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD, WESTCHESTER COUNTY.

Established 1892.

This institution has capacity for 229 inmates. The number of inmates present October 1, 1904, was 223 and 122 were admitted during the year. Seventy-one were paroled, two died and 45 were otherwise discharged, thus leaving 227 present October 1, 1905, of whom 4 were infants. The average number present during the year was 227, and the average weekly cost of support, including the value of home and farm products consumed, \$4.41; excluding this value, \$4.33.

The receipts for the fiscal year ending September 30, 1905, were: From cash balance of the previous year, \$772.21; from special appropriations, \$17,671.64; from general appropriations, \$50,900; from all other sources, \$8.40; total, \$69,352.25.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$23,787.22; for provisions, \$11,115.06; for household stores, \$1,373.68; for clothing, \$3,030.87; for fuel and light, \$7,441.43; for hospital and medical supplies, \$261.68; for transportation and traveling expenses, \$687.58; for shop, farm and garden supplies, \$1,162.08; for ordinary repairs, \$301.54; for expenses of managers, \$233.66; for remittance to

State Treasurer, \$8.40, and for all other ordinary expenses, \$1,705.18; total ordinary expenditures, \$51,108.38.

The expenditures for improvements, and for all other extraordinary expenses was \$17,671.64, making the total expenditures, \$68,780.02, and leaving a cash balance of \$572.23, at the close of the year.

Of the expenditures for maintenance during the year 46.6 per cent. was for salaries, wages and labor, 21.8 per cent. for provisions, 2.7 per cent. for household stores, 5.9 per cent. for clothing, 14.6 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, 1.3 per cent. for transportation and traveling expenses, 2.3 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .4 of 1 per cent. for expenses of managers, and 3.3 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for the maintenance of the institution and for the transportation of those committed to it, \$56,000.

Chapter 703, Laws of 1905 (special act), appropriated for two cottages for inmates, \$40,000; for furnishings and equipment for same, \$1,800; for one cottage for employees, \$2,500; for improvement on highway front, \$500; for cement for walks, \$500; for duplicate dynamo and engine, \$3,500; and for repairs and equipment, \$1,500.

Chapter 700, Laws of 1905 (supply bill), reappropriated from the unexpended balance under chapter 599 of the Laws of 1903, for farm and other utensils, \$95.42.

The maintenance appropriation was \$56,000, the special appropriation amounted to \$50,300, and the reappropriation to \$95.42, making the total appropriation available, \$106,395.42.

The appropriations made by the Legislature of 1904 were expended for the several purposes designated. During the year the disciplinary building was completed and also the cottage for the engineer. Thirty-five hundred square feet of cement walks were laid by the inmates, and in finish and quality the work of the inmates is better than contract work.

The entrance piers at the gateway and one thousand feet of wall along the public highway have been constructed. This greatly improves the front and adds to the appearance of the property.

Excavations for two new cottages have been made as well as one for an employees' cottage, and the construction work will go forward as rapidly as possible. Fire risers have been put in several of the other cottages and in the reception house, and the connections with the water mains are completed. This work will be continued until all the buildings are equipped with ample fire protection.

Under the appropriation for repairs and equipments considerable work has been done in the several cottages in the way of painting. Much of the interior work was done by the inmates, some of whom have developed considerable skill in the use of the brush and in designing decorations for the walls.

The workshop and the addition to the engine room, provided for by chapter 724 of the Laws of 1904, as also the coal pockets and driveways, have been completed.

At the beginning of the fiscal year the number of inmates in this institution was 223. Its growth has been rapid and at present it is greatly overcrowded. It has been necessary at times to have two girls in one room, which is not, as a rule, conducive to reformation. The accommodations are sufficient for 220 inmates only, but, with the number present, there cannot be proper grouping of the inmates. Classification can only be carried out successfully when there is sufficient room in which to distribute the inmates according to character and temperament and give them opportunities for improvement.

The population at the close of the fiscal year was 227. During the month of September, thirteen women were received on commitments, making the institution still more crowded than ever before. The provision for two cottages made by the Legislature of 1905 will, to some extent, remedy this condition when the cottages are ready for occupancy, but, as this will not be for several months, new commitments will add to the present population probably enough inmates to fill both cottages. There is, therefore, urgent need of additional cottages and these should be provided for at once, as it is essential that the institution keep pace at least with the commitments to it.

It must be stated again that the reception building has never been satisfactory and that its interior should be changed. The use of many of the cells constantly occupied by inmates is un-

wise. They are strictly prison cells and their proper supervision requires additional attendants, and even then their isolation makes it difficult to keep the inmates under good control. A rearrangement of this reception house, and the addition of more cottages will enable the institution to receive many women who are now sent to penitentiaries or workhouses, and who, under proper influences, can be reformed.

An industrial building is greatly needed. Such a building should have general work rooms and a number of properly equipped schoolrooms. At present the only rooms available for industrial training are in the administration and reception buildings and in the basement of one of the cottages. All are overtaxed and to some extent are unsuited to the needs of the institution. Those in the administration building are required for other purposes. An Industrial Building will permit a redistribution of the educational work and also enable the institution to carry on its industrial work much better.

The good work done by the inmates in the making of cement walks should be continued, and an appropriation for this purpose will be of great service.

The barn which has been in use since the institution was established is small and insufficient for present requirements. A new barn with a root cellar in the basement ought to be erected.

This reformatory has never been properly fenced. There should be a strong line fence around the farm. Much of the farm product is wasted now because the stock owned by neighbors can enter the State land at pleasure. The cost of the fence will be met in a few years by the saving of the home products.

The cottages have never been completely enclosed by a fence. The campus, as it is called, is partially protected by a wire fence but the front is open. The new cottages are to be built outside of this enclosure and must have a similar fence to prevent the escape of the inmates. As the front of the main campus is guarded day and night, an extension of the present wire fence, to include the new cottages, will give the same control over their inmates as there is now over the inmates of the older buildings.

The Legislature of 1905 provided for an additional dynamo and engine, but more work is necessary to complete the power plant.

A duplicate boiler feed pump should be installed as the present one is too small. The old stack at the power house is not large enough for the needs of the plant and should be replaced by a stack adequate for all demands likely to be made upon it by the growth of the institution. The fact that it is necessary within a few years after their opening, to rebuild or enlarge the chimney stacks at the State institutions, indicates a lack of foresight. They should be made large enough when first built to provide for the growth of the institutions. In this case there has been more or less trouble with the power plant since the institution was opened, and besides the additions installed and the enlargements contemplated, a new stack of much greater capacity is now required.

The appropriation made for the new cottages for inmates, and for a cottage for employees, was not sufficient for the construction of the cottages upon the plans originally prepared by the State Architect. In consequence, essential features were cut out and as now contracted for the cottages will not be complete but will require additional work to fit them for service. An appropriation is needed for window guards, conduits, gutters and other work not provided for.

The steam conduits have become inadequate to the work for which they were intended. That to the laundry was originally made of planks and these have decayed to such an extent that much of the heat is lost. It should be replaced by one of concrete, and such repairs be made in the main conduit as are necessary.

All parts of the institution should be in telephonic connection with the superintendent's office, and a telephone system ought to be installed without delay.

Some of the older cottages have never had window guards to the basements, and this protection should be added.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For two cottages and their equipments, for inmates, each cottage to accommodate thirty persons, \$50,000; for an industrial building, \$17,500; for barn, with root cellar in basement, \$2,500; for a barbed wire fence around new campus, \$200; for

heater and shower bath in disciplinary building, \$150; for line fence around farm, \$1,500; for boiler feed pump, \$400; for material for concrete conduit to laundry, (work to be done by employees and inmates) \$300; for repairs to main conduit, (work to be done by inmates as far as possible) \$200; for a new stack and breach pipes at power house, \$5,000; for necessary furnishing and equipment to new cottages, \$2,500; for window guards to basement of two cottages, \$150; for additional drying racks in laundry, \$100; for telephone connections, receivers and transmitters, \$100; making the special appropriations approved, \$80,600; for maintenance, \$65,000; making the total appropriations recommended, \$145,600.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, USUALLY KNOWN AS "THE HOUSE OF REFUGE," RANDALL'S ISLAND, NEW YORK CITY.

Established 1824.

This institution has capacity for 850 inmates. The number of inmates present October 1, 1904, was 828, and 416 were admitted during the year, making the total number under care 1,244. During the year 648 were discharged and 2 died, leaving the number present October 1, 1905, 594, all boys. The average number present during the year was 703, and the average weekly cost of support, including the value of home and farm products consumed, \$5.91; excluding this value, \$4.20.

The receipts during the year ending September 30, 1905, were: From cash balance of the previous year, \$5,081.20; from special appropriations, \$13,798.62; from general appropriations, \$136,000; from all other sources, including \$16,095 from the board of education, New York City, \$16,327.10; total, \$171,206.92.

The ordinary expenditures for the year were: For salaries of officers, wages and labor, \$72,554.77; for provisions, \$37,465.96; for household stores, \$4,635.97; for clothing, \$12,484.85; for fuel and light \$15,844.49; for hospital and medical supplies, \$623.70; for transportation and traveling expenses, \$1,025.49; for shop, farm and garden supplies, \$5,536.27; for remittance to State Treasurer, \$232.10; for all other ordinary expenses, \$3,701.86; total ordinary expenditures, \$154,105.46.

The extraordinary expenditures were \$15,090.33 for extraordinary repairs, making the aggregate expenditures for the year, \$169,195.79. The cash balance at the close of the year was \$2,011.13, and there was no outstanding indebtedness.

Of the expenditures for maintenance during the year 47.2 per cent. was for salaries, wages and labor, 24.3 per cent. for provisions, 3 per cent. for household stores, 8.1 per cent. for clothing, 10.3 per cent. for fuel and light, .4 of 1 per cent. for hospital and medical supplies, .7 of 1 per cent. for transportation and traveling expenses, 3.6 per cent. for shop, farm and garden supplies, and 2.4 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, rewards to inmates, repairs and betterments of tools, equipment, furniture, necessary tools to properly conduct the trade schools and common schools and military system and photographing inmates, \$166,000.

Chapter 703, Laws of 1905 (special act), appropriated for repairs and equipment, \$8,000.

Chapter 700 Laws of 1905 (supply bill), reappropriated from unexpended balances the following: Under chapter 592 of the Laws of 1903, for completing steam plant repairs, \$3,437.83; for repairs and equipment, \$556.84. Under chapter 599 of the Laws of 1903, for general electric repairs, \$133.59. Under chapter 729 of the Laws of 1904, for repairs and equipment, \$2,546.47.

The maintenance appropriation was \$166,000, the special appropriation, \$8,000, and the reappropriation, \$6,674.73, making the total appropriation available, \$180,674.73.

The New York State Training School for Boys has not been located; consequently, the work of this institution must be continued until the land for the Training School is secured and the buildings erected thereon. The buildings on Randall's Island are gradually becoming dilapidated. They are not and never were suitable for a reformatory school and it is unwise to expend any large amount of money to repair them. As the State proposes to have its own buildings soon, on land owned by itself, it will be better to reserve all appropriations for them except such as are required for maintenance and absolutely necessary repairs. The inmates of the House of Refuge must be kept in comfort and

safety, and any repairs to the buildings essential to this should be provided for out of the maintenance appropriation.

At the beginning of the fiscal year, October 1, 1904, the changes made necessary by chapter 718 of the Laws of 1904, which established the New York State Training School for Boys, had been inaugurated in part by the cessation of the commitment of girls to this institution. The girls' department was closed June 1, 1905, and the 17 girls who were then in the Refuge were either discharged or paroled, thus finally closing this department of the Society's work.

Eight hundred and twenty-eight inmates were present October 1, 1904, and 416 were admitted during the year. On September 30, 1905, only 594 were present, 648 having been discharged and two having died during the year.

The large number of discharges and consequent small number present were due to two causes: 1. The close of the girls' department and the discharge of all the girls. 2. The discharge of 150 boys taken from the institution under habeas corpus proceedings because they had been illegally committed by the magistrates, who appeared to have been ignorant that by chapters 167, 221, and 338 of the Laws of 1904, only boys under the age of sixteen years could be committed to the institution.

The Board of Managers of this institution has voluntarily reduced the number of managers from thirty to twenty-one. This change took effect January 1, 1905, and is a great improvement, as it puts the responsibility of management upon a much smaller Board, and makes it possible to secure the attendance of a quorum at meetings.

A marked improvement in the discipline of the institution is noticeable since the new superintendent entered upon the performance of his duties. The military drill has been reorganized under his direction, and the inmates now form a regiment, with battalions and companies under cadet commanders. A band of twenty-four pieces has been established also, and is of great assistance in the drill hours. The music is an inspiration to the boys, as well as a source of pleasure to all who hear it. These improvements were recommended by the Committee on Reformatories of this Board.

Some things should be done to tide the institution over the transition period. The flooring requires renewal in some places. Roofs and cornices on the industrial building should be repaired, and changes should be made in the main building so that the management may be able to discontinue the use of the "fourth hall" which is now devoted to disciplinary purposes.

The building formerly occupied by the girls is in much better condition than other parts of the institution and can be used to facilitate proper classification. Heretofore, the youngest class of boys have been domiciled in one section of it; but with the ample room now available by the close of the girls' department, the whole building can be used for boys, and it will be possible to reclassify all the inmates in the institution. This is desirable and should be accomplished soon, as chapter 703 of the Laws of 1905 appropriated \$8,000 for repairs and equipments. With this amount available some changes can be made in the south building and when done there should be no delay in the transfer of boys from the north buildings.

The industrial training in this institution, while in many respects very practical, does not provide all that many of these boys need. Larger grounds and instruction in farming and garden work is impossible upon Randall's Island. For this reason, among others, the institution, in its present location, fails to accomplish the intention of the founders of the Society. Boys are crowded together without opportunities for natural recreation, and, in consequence, many are more depraved when they leave the House of Refuge than when they enter it.

The industrial departments are the bakery, machine shop, blacksmith shop, sloyd and carpenter shop, printing, plumbing and tin-smithing, shoe shop, mason work, painting, sewing and laundry. Besides these, seven boys are employed with the engineer and electrician. An analysis of the distribution of the boys in the industrial classes shows that, with the exception of those in the carpentry, tailoring and shoe shops and the printing department, few of the boys learn trades. For example, the machine and blacksmith shops have only 10 boys; the tinsmith and plumbing, 6; 16 boys receive instruction in the paint shop; 26 in the shoe shop, while in the tailor shop and sewing room 79 are employed. This

distribution is probably due to the necessity that all the uniforms and shoes be made by the boys and perhaps also to the fact that many of them have been accustomed to tailoring before their commitment to the institution.

During the year there were many cases of contagious disease, especially of trachoma, and in August and September there were four cases of typhoid fever. It should be stated that the clothing supplies, both of under and outer wear, have not been sufficient, and that the boys have been compelled to wear their under garments for two weeks or more for this reason. At the close of the fiscal year, the clothing supplies for the winter season are behind in delivery, and the new supply of underwear has not been received from the Prison Department. At that time there was a reserve stock of only five pairs of shoes, over the single pair each boy had in use, and over and above the underwear on the boys, the institution had only fifteen dozen pairs of drawers, four dozen new shirts, and three dozen old suits; that is, there were only seven dozen complete suits of shirts and drawers, new or old, and eleven dozen drawers which had no shirts to match them, as the total supply for over 600 inmates. From this statement, it is evident that the clothing supplies are not sufficient for the health and comfort of the inmates. For this reason and to prevent a continuance or recurrence of this condition of affairs, this Board recommends that the maintenance appropriation be distributed by the Legislature into four parts with a definite allowance for food and clothing based upon a liberal per capita cost. These four divisions of the maintenance to be 1. Salaries, wages, labor and expenses of managers and employees. 2. Food. 3. Clothing. 4. All other expenses, including repairs and equipment. In the appropriation for food, the per capita allowance should be for the total population and not for inmates only.

The State Board of Charities urges that the selection of a site for the New York State Training School for Boys be made as soon as possible, and that provision be made for its purchase.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For extraordinary repairs and equipments, \$5,000; for maintenance, \$150,000; making the total appropriations recommended, \$155,000.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED
CHILDREN, SYRACUSE, ONONDAGA COUNTY.

Established 1851.

This institution has capacity for 546 inmates. The number of inmates October 1, 1904, was 539, and 61 were admitted during the year, making the total number under care 600. During the year 65 were discharged and 7 died, leaving 528 on the rolls of the institution October 1, 1905. The average number present during the year was 518, and the average weekly cost of support, including the value of home and farm products consumed, \$4; excluding this value, \$3.40.

The receipts during the year ending September 30, 1905, were: From cash balance at the close of the previous year, \$830.15; from special appropriations, \$4,975.69; from unexpended appropriations of former years, \$468.59; from general appropriations, \$91,200; from the sale of farm and garden produce, \$675.70; from labor of inmates, \$116.45; from counties, towns and cities, \$9,451; from individuals for the support of inmates, \$2,045.19; from sources not classified, \$67.67; total, \$109,830.44.

The ordinary expenditures during the year were: For salaries of officers and teachers, \$12,940.10; for wages and labor, \$24,687.47; for provisions, \$21,337.87; for household stores, \$3,436.86; for clothing, \$7,446.51; for fuel and light, \$13,127.87; for hospital and medical supplies, \$908.08; for transportation and traveling expenses, \$65.52; for shop, farm and garden supplies, \$4,506.24; for ordinary repairs, \$311.02; for expenses of managers, \$80.45; for remittance to State Treasurer, \$12,356.01; for all other ordinary expenses, \$2,892.39; total, \$104,096.39.

There was also expended for extraordinary repairs, \$4,900.12, and for other extraordinary expenses, \$75.57, making the total expenditures for the year, \$109,072.08. There was no indebtedness and the assets were: balance in cash, \$758.36; due from counties, towns and cities, \$750; due from individuals, \$398.22, a total of \$1,906.58.

Of the expenditures for maintenance during the year 41 per cent. was for salaries, wages and labor, 23.3 per cent. for provisions, 3.7 per cent. for household stores, 8.1 per cent. for clothing, 14.3 per cent. for fuel and light, 1 per cent. for hospital and medical supplies, .1 of 1 per cent. for transportation and traveling expenses, 4.9 per cent. for shop, farm and garden supplies, .3 of 1 per cent. for ordinary repairs, .1 of 1 per cent. for expenses of managers, and 3.2 per cent. for all other expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, \$82,000.

Chapter 703, Laws of 1905 (special act), appropriated for continuing plumbing, \$3,500; for repairs and equipment, \$1,000.

Chapter 700, Laws of 1905 (supply bill), appropriated from the funds paid into the State Treasury under section 37 of the State Finance Law, for maintenance, \$12,831.28.

The maintenance appropriation amounted to \$94,831.28, and the special appropriation to \$4,500, making the total appropriation available, \$99,331.28.

The repair and renewal of the plumbing system has been under way for several years. Modern open plumbing has been substituted for much that was of the enclosed style, but until all the older plumbing has been removed, there is danger. Some important defect may be overlooked because it is hidden, and the health of the inmates be affected thereby.

There is a necessity for the speedy completion of this work, as there has been another serious outbreak of typhoid fever probably due to defective plumbing. It affected the employees as well as the children. The cause has not been determined definitely, although a representative of the State Department of Health visited the institution, and the local health board made tests of water, milk and other foods from time to time. In the annual report of this Board presented to the Legislature of 1905, the outbreak of diseases, from time to time in this institution, was alluded to. The prevalence of typhoid fever again emphasizes the necessity for the determination and removal of the causes of these periodic outbreaks of contagious diseases. A thorough investigation should be made into the matter by the State Department of Health and the causes of the contagions be discovered and eradicated.

The maintenance account was drawn upon for the extraordinary expenses incurred during the typhoid fever epidemic. These amounted to \$1,250 and the fund for maintenance should be reimbursed.

Among other improvements, a part of the steam-heating plant should be renewed as soon as possible. Some new floors and steel ceilings in the main buildings should be provided for and a complete system of shower baths should be installed in all parts of the institution. This is contemplated in part by the appropriation under chapter 703, but more money will be necessary to complete the work. The plumbing in the south wing has not been touched yet, and it is necessary also that latrines be erected in the grove behind the main buildings where the children have playgrounds.

The exterior woodwork of the institution building is very much in need of repainting. Two coats, at least, should be given to it, and wherever the woodwork is exposed to weather it should be given an additional coat. The interior also should receive attention where necessary.

A cellar for roots and vegetables is needed at the Fairmont farm where the work is done by older inmates of the institution under the supervision of the farmer. It is a question whether it is wise to maintain such a colony of feeble-minded inmates, as there is more or less contact between them and the younger pupils of the school and also with the people in the vicinity. It is even possible that the outbreak of typhoid fever was due to the Fairmont farm. All the milk for the city institution is obtained there. The milk cans are washed by inmates and placed in the sun to dry, and unless the cleansing is done in a very thorough manner the milk is likely to be contaminated. A feeble-minded person can hardly be trusted to do work of this kind. In the opinion of this Board, as heretofore expressed, it will be better to send all those who pass the period when further instruction will prove profitable, to the State Custodial Asylum at Rome, and if the farm is to be retained, have the work supervised by responsible paid employees who can train the younger inmates in such work.

During the year a number of the older inmates have been removed from the institution. Many women were sent to the

Custodial Asylums at Newark and Rome. A number of young men who have passed the time of profitable training in this institution were sent to the Rome State Custodial Asylum. Thus, this institution is approaching its original purpose—the training of children of feeble mind. It is intended as a school, but satisfactory school training is impossible if associated with custodial care, and therefore every inmate of the institution should be discharged when the course is completed. This will provide room for the feeble-minded children of the State for whom this institution is intended. It will also enable the institution to expand its present course of training. Three years ago sloyd was introduced and has proven a satisfactory addition to the course. Many of the boys have acquired a fair degree of dexterity in the use of tools. There are other things which will prove equally beneficial and these should be added to the course also.

Among the minor needs of the institution is at least one new piano, and an appropriation should be made for its purchase.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For painting the exterior woodwork of the institution building, two coats, \$1,200; for completing the plumbing improvements and shower baths, \$3,500; for building a cellar for roots and vegetables at Fairmont farm, \$900; for extraordinary repairs and equipment, new steel ceilings, new floors and new chimney, \$1,000; for purchasing a new piano for the school, \$350; making the special appropriations recommended, \$6,950; for maintenance, \$84,000; and for reimbursing the maintenance account for the extraordinary expenses incurred by reason of the typhoid fever epidemic, \$1,250; making the total appropriations recommended, \$92,200.

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK, WAYNE COUNTY.

Established 1878.

This asylum has capacity for 591 inmates. The number of inmates October 1, 1904, was 549, and 64 were admitted during the year, making the total number under care 613. During the

year 10 were discharged and 6 died, leaving the number present October 1, 1905, 597. The average number during the year was 560, and the average weekly cost of support, including the value of home and farm products consumed, \$2.39; excluding this value, \$2.21.

The receipts during the year ending September 30, 1905, were: From cash balance at the close of the previous year, \$1,193.13; from special appropriations, \$42,887.92; from unexpended appropriations of former years, \$2,000; from general appropriations, \$62,000; from all other sources, \$43.45; total, \$108,124.50.

The ordinary expenditures for the year were: For salaries of officers and employees, \$26,597.10; for provisions, \$17,799.26; for household stores, \$2,836.69; for clothing, \$2,929.43; for fuel and light, \$7,647.90; for hospital and medical supplies, \$673.29; for shop, farm and garden supplies, \$3,108.22; for ordinary repairs, \$57.99; for expenses of managers and officers, \$301.09; for remittance to State Treasurer, \$43.45; for all other ordinary expenses, \$2,492.59; total ordinary expenditures, \$64,487.01.

The extraordinary expenditures were \$42,887.92, of which \$24,950.03 was for buildings and improvements, \$4,110.35 for extraordinary repairs, and \$13,827.54 for all other extraordinary expenses, making the total expenditures for the year, \$107,374.93, and leaving as balance in cash at the close of the fiscal year, \$749.57.

Of the expenditures for maintenance during the year, 41.3 per cent. was for salaries, wages and labor, 27.6 per cent. for provisions, 4.4 per cent. for household stores, 4.5 per cent. for clothing, 11.9 per cent. for fuel and light, 1 per cent. for hospital and medical supplies, 4.8 per cent. for shop, farm and garden supplies, .1 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers and officers, and 3.9 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance and other necessary expenses, \$67,000.

Chapter 703, Laws of 1905 (supply bill), appropriated for two cottage dormitories and furnishings, \$58,000; for laundry machinery, \$2,000; for pump house, covering for spring and fire pump, \$2,000; for cement walks, \$500; for repairs and equipment, \$1,500.

Chapter 700, Laws of 1905 (supply bill), appropriated for erecting iron fire escapes on cottage dormitories, \$700. And re-appropriated unexpended balances as follows: Under chapter 589 of the Laws of 1903, for fire escapes for cottage G, \$600; for furnishing cottage G, \$3,250; for renovating superintendent's cottage, \$900. Under chapter 599 of the Laws of 1903, for sewage disposal plant and land, \$9,464.61.

The maintenance appropriation was \$67,000, the special appropriation amounted to \$64,700, and the reappropriation to \$14,214.61, making the total appropriation available, \$145,914.61.

Cottage G has been furnished during the year and is a satisfactory building in its general plan. Its cost was less than that of the cottages built previously, and yet in its arrangements and available dormitory space, it is a much better building. Besides these points of superiority, its plan has eliminated the basement as a room for living purposes. It is used solely for pipe galleries and storage.

The pressure for the admission of feeble-minded women to this institution continues, and the opening of cottage G served as a temporary relief only. There are many feeble-minded women of child-bearing age in the almshouses; others are in family homes supported by relatives or friends who are unable to give them the care and protection they require. Besides these some women still remain in the Syracuse State Institution for Feeble-minded Children who should be transferred to this asylum, and the room they occupy in the school be allotted to younger children.

Under the law, feeble-minded women are maintained in this custodial asylum during the child-bearing period only. When discharged they are in most instances returned to the almshouse of the county to which they belong. It will be better to change the terms of commitment so that this institution can become a permanent home for feeble-minded women. They are now transferred from this institution to the county almshouses and from them sent to the Rome State Custodial Asylum where they are maintained at the expense of the State. There is no good reason why such a roundabout method of transfer should continue. It will be better to change the law and enable this institution to retain during life all feeble-minded women lawfully committed

to its care. They will then be always under the care of female attendants and officers, and the products of their labor will lessen the cost of their maintenance.

Chapter 703 of the Laws of 1905 appropriated \$58,000 for two new dormitories, H and I. The lowest bids for these buildings were: For construction, \$41,000; conduits, \$2,000; plumbing, \$5,600; heating and ventilation, \$4,373; lighting, \$1,400—or nearly \$54,000. The contracts, however, include neither equipment nor fire escapes. The new cottages J and K of similar capacity at least should be provided for by the Legislature of 1906, and it is suggested that \$60,000 should be appropriated for them. This amount will leave a safe margin to cover the advance in the prices of material and work, and will also permit the construction of fire escapes.

The new buildings, H and I, have been begun. The work should be pushed as rapidly as possible, and the buildings be furnished and ready for occupancy by October 1, 1906. These cottages have no fire escapes included in the contract, the money available not being sufficient to cover this essential feature. An appropriation is therefore recommended for this purpose.

The superintendent's cottage has been completed as far as the funds available would permit and it is now occupied by the superintendent and his family. This cottage is a building located at a short distance from the main group. It was occupied formerly as a residence by the farmer and gardener. The repairs and changes should be continued until it is satisfactory in every way, and an appropriation is recommended for completing and furnishing it.

The grounds in places have been graded and improved during the year by cutting away underbrush, removing all unnecessary sheds and putting down cement walks.

The work of extending sidewalks and roads through the grounds should be continued. As the grounds connected with the institution are limited in area, it is essential that such walks be provided for the exercise, without crowding, of more than 600 inmates. The walks should be wide enough for three persons at least to walk abreast, as it frequently happens that a single in-

mate of the infirm class must be supported during her exercise by two others.

The electric light machinery for the asylum is inadequate for the work now required. The opening of cottage G and the construction of the new cottages H and I make it impossible for the present plant to furnish light for the institution. It is necessary that an auxiliary dynamo and engine of much larger capacity be installed, and that there be ample provision for light about the grounds.

The power plant requires an additional boiler of 150 horsepower. The present battery consists of three boilers of this type and a fourth should be added to furnish the steam for the new buildings and power for the additional dynamo. The contract price for the last boiler was \$2,360. A new one should not exceed \$2,500 in cost. This sum will allow a margin large enough for any increased cost of the boiler or its installation.

The pipe line conveying water from the springs to the institution is now in service and all the water used at present is obtained from this source.

The present water supply gives the institution about 12,000 gallons per hour. This affords ample water for the ordinary needs of the institution, which uses about 1,500 gallons per hour. Unfortunately, the water is very hard and unfit for use in the steam boilers or at the laundry or for bathing. It must be softened for these purposes or a cistern supply of soft water be provided. The Newark City Water Company owns the mains and pipes formerly laid by it in the grounds of the institution, and this Board recommended in its report to the Legislature of 1905 that an appropriation be made for their purchase. The recommendation is renewed.

Although the springs furnish 12,000 gallons per hour that amount of flow is not sufficient for fire protection. A large reservoir should be built for the storage of an ample supply of water for the protection of the buildings in case of fire. The present steam pump can throw one or two more streams each of 6,000 gallons capacity per hour forced through a three-inch nozzle and can send the same to a height of 75 feet, or to the same distance horizontally, but as the supply will permit only two streams of this size, a reservoir

is necessary to give a greater flow in an emergency and thus better protection. An appropriation is recommended for this purpose.

The appropriation for the construction of cottages H and I was not accompanied by an appropriation for furnishing. This should be provided at this session of the Legislature. Under the contract the new cottages are to be completed in 250 days from September 5, 1905. Hence, they will be ready for furnishing before the meeting of the Legislature of 1907 and an appropriation of \$6,500 should be available.

There is need of pianos in each of the new buildings F and G. These instruments are used for the entertainment of the inmates and also to assist in their control. An appropriation is recommended for the purchase of two pianos. ~

The asylum should have a substantial fence to protect it from annoyance. The grounds are entirely open to the public at present and a fence will restrict entrance except where outsiders can be kept under observation. This is desirable for the protection of the women.

There is also need of more land for garden purposes. The price of land adjoining the institution is rising rapidly. Fifty acres adjoining should be secured through condemnation proceedings. This process will fix a fair price and the additional land will settle the bounds of the institution.

Many general repairs, such as painting and plastering, should be made. The ordinary repairs ought to be provided for in the maintenance appropriation; as otherwise, the cost of maintenance can not be readily determined. The cost of every repair due to ordinary wear and tear, and the renewal of equipment should be included in the annual statement on which the per capita cost of maintenance is based. When such repairs are provided for by extraordinary appropriations they are not considered in making up the statements of per capita cost, for this is based on the maintenance appropriation only.

Cottages E and F should be remodeled to some extent. Defects in the original construction have made them unsatisfactory. The subcellars for pipes ought to be abandoned at once and the dining rooms be transferred to the first floor. The dampness,

mould and rotting of the floors in the basements of these cottages make them a menace to the health of the inmates. All piping and plumbing should be changed or relocated, and the basements then be used for pipes and storage only. The cost of this work will be at least \$15,000. These buildings should have been planned so as to last without other changes than those due to ordinary repairs. They have been in use a very short time, but long enough to demonstrate the fact that subcellars and basements for living purposes are undesirable in institutions of this character.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For two new cottage dormitories to be built upon the general plans of cottage G, \$60,000; for an additional boiler, 150 H. P., set up, \$2,500; for a reservoir to increase the water supply, \$5,000; for completing and furnishing superintendent's cottage, \$1,500; for fire escapes on buildings H and I, \$1,200; for furnishing new cottages, \$2,500; for changes in cottages E and F, \$15,000; for an auxiliary electric light unit, dynamo and engine, and for installing the same, \$3,500; for the purchase of the rights of the city water company of Newark to the mains and piping within the grounds of the institution, \$1,000; for cement walks, and for roads, and grading, \$1,000; for telephone system extending to all the buildings, \$350; for the wire fence around the institution grounds, \$1,000; for pianos, \$500; making the special appropriations approved, \$95,050; for maintenance, \$75,000; making the total appropriations recommended, \$170,050.

THE ROME STATE CUSTODIAL ASYLUM, ROME, ONEIDA COUNTY.

Established 1893.

The asylum has at present capacity for 750 inmates. The number of inmates October 1, 1904, was 711, and 77 were admitted during the year, making the total number under care 788. Of these 46 died and 9 were discharged, thus leaving 733 present October 1, 1905, of whom 475 were males and 258 females. The

average number during the year was 716, and the average weekly cost of support, including the value of home and farm products consumed, \$3.00; excluding this value, \$2.67.

The receipts during the year were: From cash on hand at the beginning of the year, \$2,750.45; from special appropriations, \$16,375.35; from general appropriations, \$98,000; total, \$117,125.80.

The ordinary expenditures were: For salaries of officers and employees, \$41,770.67; for provisions, \$23,539.81; for household stores, \$3,138.38; for clothing, \$6,214.69; for fuel and light, \$15,933.71; for hospital and medical supplies, \$304.74; for shop, farm and garden supplies, \$5,194.96; for ordinary repairs, \$825.56; for expenses of managers, \$386.77; for all other ordinary expenses, \$2,323.47; total, \$99,632.76.

The total extraordinary expenditures were \$16,375.35 for buildings and improvements, making the aggregate expenditures for the year \$116,008.11, and the cash on hand October 1, 1905, \$1,117.69.

Of the expenditures for maintenance 41.9 per cent. was for salaries, wages and labor, 23.7 per cent. for provisions, 3.1 per cent. for household stores, 6.2 per cent. for clothing, 16 per cent. for fuel and light, .3 of 1 per cent. for hospital and medical supplies, 5.2 per cent. for shop, farm and garden supplies, .8 of 1 per cent. for ordinary repairs, .4 of 1 per cent. for expenses of managers, and 2.4 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, \$90,000.

Chapter 703, Laws of 1905 (special act), appropriated for dormitory buildings, \$60,000; for the purchase of not less than one hundred and fifty acres of farm land, with buildings, \$10,000; for barn accommodations, \$4,000; for boiler and connections, \$3,000; for repairs and equipment, \$2,500.

Chapter 700, Laws of 1905 (supply bill), reappropriated unexpended balances as follows: Under chapter 572 of the Laws of 1903, for feed pump, water heater and connections, \$122.84. Under chapter 599 of the Laws of 1903, for addition to boiler-house, \$269.03; for electric wiring and fixtures in building G, \$44.88; for stock and utensils for farm, \$43.42.

The maintenance appropriation was \$90,000, the special appropriation amounted to \$79,500, and the reappropriation to \$480.17, making the total appropriation available, \$169,980.17.

The enlargement of this institution should not be delayed. The work, except ward building J, provided for under chapter 727 of the Laws of 1904, which made sundry appropriations for improvements and repairs, has been under contract during the year and is now completed. A number of inmates have been received from almshouses in the State, and also by transfer from the Syracuse State Institution for the Feeble-minded, and the State Custodial Asylum for Feeble-Minded Women at Newark. The transfers from the Syracuse State School enabled that institution to receive an equal number of young children of the feeble-minded class who otherwise would have been unable to enter, but the transfers from the Custodial Asylum at Newark to the asylum have made a change from one custodial institution to another, and it is a question whether such transfers are profitable.

The enlargement of these institutions should keep pace with the demands for admission, and the institution at Rome should be devoted solely to feeble-minded males needing custodial care. This plan will involve a change in the laws governing commitments and also the enlargement of the Newark Custodial Asylum for Feeble-Minded Women, and the transfer to it of the female inmates of the Rome asylum. As the Newark asylum is intended for the protection of feeble-minded women, there is no good reason why it should not retain all women of this character who require care. All feeble-minded women needing custodial care should be under the care of women. This is the rule in the Newark asylum.

This distribution of the feeble-minded will be a better way to care for them than to have men and women in the same asylum. The principle of classification is most successful when the sexes are entirely separated, and this Board recommends that the laws governing these two institutions be so changed that hereafter all women of the feeble-minded type, needing custodial care, be sent to the Newark asylum; and the Rome Custodial Asylum be reserved for males.

We quote from our report to the Legislature of 1905:

"There is urgent need of a hospital for inmates suffering from acute attacks of disease. This asylum is large, and its inmates are of such a character, that a hospital sufficient for at least fifty patients and their attendants is a necessity. The sick have now no special accommodations. They receive attention in the general dormitories, where the air is vitiated, where quiet can not be maintained, and where it is difficult to administer to their needs with certainty and safety. There is no proper place even for surgical work, and under these circumstances every operation is unnecessarily dangerous."

An appropriation was made by chapter 727 of the Laws of 1904 for one-half of ward building J to accommodate one hundred inmates, but as the amount was insufficient to build a dormitory upon the plans prepared, this Board recommended to the Legislature of 1905 an additional appropriation of \$15,000. Sixty thousand dollars was accordingly appropriated to construct the whole building. Bids were received for the construction work at the meeting of the Board of Managers on August 1, 1905, and the contract was then awarded. On September 30, 1905, the excavation was completed and the footings for the foundation were nearly ready for the superstructure. There has not been careful inspection of the contractor's work. Up to September 30, 1905, the managers report that only one-half of an hour was devoted to an examination of the work, although all the concrete footings for the foundation were under way. In consequence, much inferior cement and other material was used. Since the close of the fiscal year, the Board of Managers state that the "contractors were actually using twenty per cent. less cement than the specifications called for. At a recent inspection it was actually discovered that all the tile at the footings of the foundation, all of which had been covered before the inspector saw it, had not been placed according to the specifications. This condition was only discovered because of the fact that a small portion of the tile was exposed through excavation made by the plumbing contractors." They further state that "the work has actually been officially inspected twice only during the month of October, one day each time." It is reprehensible that work of this im-

portance does not receive the careful supervision it should have. It is impossible to assure first-class work and material and full compliance with the terms of the contract and specifications unless a competent inspector is on the ground all the time. The State can well afford to keep such work as this under closer supervision, for the cost of alterations and repairs will be much greater than the expense for supervision, to say nothing of the inconvenience and delay which inspection will prevent.

The new dormitory building J will require a high-pressure steam main. A bid to do the work for \$4,000 has been made. It is probable that an appropriation less than this amount will not be sufficient, and, as the building is now under way, provision should be made at this time for its heating.

The need of a building for employees has been presented heretofore. Such a building will permit the use by inmates of the dormitory space now assigned to attendants, and at the same time it will afford employees a pleasant home where they can have relief from constant association with the idiotic. The employees deserve such relief. The strain upon the nerves and the responsibility which their positions involve are always great, and if no opportunity for change is given they leave the service, and the institution loses the benefit of their experience and training. A building to accommodate 100 employees will release accommodations sufficient for 150 inmates, as inmates require less room than attendants; hence, its erection is a measure of practical economy.

The buildings recently constructed have not been painted. The appropriations available for them did not provide for this work. An appropriation should be made now to paint the walls and other parts of the buildings which are in need of protection.

A new boiler and connections should be added to the power plant and for this purpose an appropriation for extraordinary repairs and equipment to include the new boiler should be made.

A large amount of other repairs should be undertaken at once. The plaster in some of the new buildings has fallen from the walls. The floors are breaking in some places and the serving room should have a tile floor. The floor is of Georgia pine, but no wooden floor will last long under heavy service.

The Legislature of 1905 made an appropriation for the purchase of Brush farm. This has been done. It has a building but it should be furnished for colony use and have a suitable equipment for that purpose.

An appropriation should be made at this time for the purchase of another small farm of not less than fifty acres on which there is a building suitable for the accommodation of the engineer's family. In case it is decided that it is inexpedient to purchase this land, \$2,000 should be provided for the erection of a suitable cottage. The engineer ought to be within call day and night. At the present time there are no accommodations for him nearer than Rome, which is two miles away. In case of the breakdown of any part of the machinery, or in an emergency requiring his presence at night, considerable time must elapse before he can be brought to the institution, and during that time great damage may be done.

In this institution a restricted form of colony life will doubtless prove beneficial after the women have been removed to the Newark Custodial Asylum. Families of 20 or 25 feeble-minded men and boys, under proper supervision, can undertake the care of small farms and gardens. The proposition to purchase additional land has this in view, and the greater liberty which could be given to such farm groups would promote good discipline and reduce the per capita cost of maintenance. The removal of the women is desirable as it will prevent sexual misconduct and simplify the problems of management.

The institution was compelled to buy ice during the past year. It has a good ice pond and should have an icehouse with ample storage capacity. It has plenty of labor for ice gathering and is now preparing a second pond to increase the supply.

The enlargement of the institution has made a change in the method of sewage disposal advisable. Filtration beds similar to those in use at Craig Colony should be constructed. These beds will secure a proper disposition of the wastes. Much of the work can be done by the inmates, but an appropriation sufficient to furnish tools and provide for such work as can not be done by the inmates is necessary. The inmates have done considerable work in the way of grading and other improvements,

and when properly supervised can do such work as the making of a filtration bed demands

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For a hospital for 50 patients, \$35,000; for an employees' building to accommodate 100 employees, \$50,000; for not less than 50 acres of land with building thereon suitable for the engineer's residence, \$5,000; for a new boiler and connections and other extraordinary repairs and equipments, \$3,500; for furnishing Brush farm for colony use, stock, and equipment, \$1,000; for an icehouse to hold 600 tons, \$1,000; for a sewage disposal plant, \$2,000; for a tile floor in serving room, \$1,000; for a high-pressure steam main for ward building J, \$4,000; for painting, \$2,500; making the special appropriations approved, \$105,000; for maintenance, \$126,000; making the total appropriations recommended, \$231,000.

CRAIG COLONY FOR EPILEPTICS, SONYEA, LIVINGSTON COUNTY.

Established 1894.

The Colony has at present capacity for 1,050 inmates. The number of inmates October 1, 1904, was 898, and 254 were admitted during the year, making the total number under care 1,152. Of these 39 were discharged and 63 died, thus leaving 1,050 present October 1, 1905, of whom 575 were men and boys and 475 women and girls. The average number present during the year was 992, and the average weekly cost of support, including the value of home and farm products consumed, \$3.57; excluding this value, \$3.22.

The receipts during the year ending September 30, 1905, were: From cash on hand at the beginning of the year, \$3,600.93; from special appropriations, \$64,562.36; from general appropriations, \$164,018; from the sale of farm and garden produce and miscellaneous sales, \$4,602.28; from counties, towns and cities, \$11,125.68; from individuals for the support of inmates, \$3,554.84; total, \$251,464.09.

The ordinary expenditures were: For salaries of officers, wages and labor, \$65,518.43; for provisions, \$43,452.17; for household

stores, \$7,178.94; for clothing, \$9,844.42; for fuel and light, \$23,414.48; for hospital and medical supplies, \$2,244.28; for transportation and traveling expenses, \$62.87; for shop, farm and garden supplies, \$7,373.85; for ordinary repairs, \$1,673.10; for expenses of managers, \$796.54; for remittance to State Treasurer, \$19,282.80; for all other ordinary expenses, \$4,123.70; total, \$184,965.58.

The extraordinary expenses were: For buildings and improvements, \$48,036.99; for extraordinary repairs, \$5,965.83; for all other extraordinary expenses, \$10,559.54; total, \$64,562.36, making the aggregate expenditures for the year, \$249,527.94, and leaving a cash balance of \$1,936.15 at the close of the year.

The assets October 1, 1905, were the balance in cash, \$1,936.15, and \$154.80 due from counties, cities and towns; total, \$2,090.95.

Of the expenditures for maintenance 39.6 per cent. was for salaries, wages and labor, 26.2 per cent. for provisions, 4.3 per cent. for household stores, 5.9 per cent. for clothing, 14.1 per cent. for fuel and light, 1.4 per cent. for hospital and medical supplies, 4.5 per cent. for shop, farm and garden supplies, 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers, and 2.5 per cent. for all other ordinary expenses, including a small outlay for transportation and traveling expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance of the institution, \$135,000.

Chapter 703, Laws of 1905 (special act), appropriated for dormitories for 200 patients, \$90,000; for hospital and laboratory instruments, books and equipment, \$2,500; and for repairs and equipment, \$6,000.

Chapter 700, Laws of 1905 (supply bill), appropriated from the money paid into the State Treasury under section 37 of the State Finance Law for maintenance, \$15,000. And reappropriated from unexpended balances as follows: Under chapter 585 of the Laws of 1903, for dormitories, \$16,674.62; for furnishings, \$3,489.13; for pavilion for contagious diseases, \$69.74; for sewage disposal, \$2,000. Under chapter 599 of the Laws of 1903, for clearing and draining land, and for fruit trees, \$47.90.

The maintenance appropriation amounted to \$150,000, the special appropriation to \$98,500, and the reappropriation to \$22,281.39, making the total appropriation available, \$270,781.39.

The two new cottages in the women's group provided for by chapter 425 of the Laws of 1902 were completed during the past year and are now occupied. These two buildings have enabled the colony to accommodate 145 more patients, thus bringing the census of inmates up to 1,050.

For two years prior to the occupation of these buildings and the opening of the new wings to the two infirmaries, the colony had been unable to admit patients other than such as were taken to fill vacancies due to death or discharge. From 1902 to 1904, the population stood at 830. At the beginning of the fiscal year it increased to 898, in consequence of the opening of the infirmary additions; and in June, 1905, after the opening of the new cottages, it reached the present number.

There can be no further increase for at least another year, as no new buildings are under way. There are 800 approved applications for admission on file, but all these unfortunate victims of epilepsy must wait until the new buildings authorized by chapter 703 of the Laws of 1905 are built. These are to accommodate 200 patients. The other 600 applicants, and the friends of those who have not applied for admission because it is useless to do so, must wait at least two years before there is any opportunity to enter the colony.

The State Board of Charities therefore recommends that dormitory provision be made at this time for at least 300 more patients. These dormitories, when completed, would, to that extent, relieve the pressure for admission.

It seems to this Board that the time has arrived when there should be a rearrangement of the colony work and a new classification of the inmates.

It has been found that at least one-half of all applications for admission to the colony are made for patients whose condition requires custodial rather than curative treatment. The two infirmaries are mainly devoted to this class, and the cottages to patients for whom there is hope of beneficial changes under a proper regimen.

The State Board of Charities is convinced that there should be a wider separation between these two classes of patients, and that those for whom custodial care is substantially all that can be done should be removed to some part of the colony grounds

where they may be completely isolated from the grounds and buildings allotted to the hopeful cases. The wholly incurable custodial class of patients would then receive as now all the medical attention required, and exert no injurious influence upon the other patients.

Such an arrangement will not interfere with the treatment of the hopeful cases of epilepsy, while it will secure to the unfortunates, for whom there can be no relief but death, all the amelioration which science and humane treatment can give.

The colony is now divided into two main groups—one for men and the other for women. Under the proposed plan, the classification would be extended so as to break up the two present groups into four, two of which would occupy the cottages, and the other two the custodial buildings. In the latter the expense for maintenance should be much less than in the cottages, but reduced cost should not be at the sacrifice of proper attention and careful supervision. It is assumed that the buildings for the custodial group should accommodate at least 600 patients. This would open up the cottages for the reception of an equal number of hopeful cases who at present are denied admission to the colony. It has been suggested heretofore that buildings of an inexpensive character can be provided for the housing of the custodial class. Such structures, two stories high, properly equipped as to ventilation, sunlight and heat, would provide a comfortable home for the unfortunate epileptics who have reached the hopeless stage.

This arrangement of the colony into classified groups would give all the patients the benefits of the same general staff and assure to them the curative, humane and scientific treatment contemplated by the law which established the colony.

During the year the roads and grounds have been greatly improved. Cement walks have been laid from the administration building to the Pennsylvania depot, and considerable grading has been done; but there is necessity for the further extension of the roads and walks. Much of the work can be done by able-bodied patients, but an appropriation must be available for cement, tools, and material for road making. The Legislature of 1905 appropriated \$6,000 for this purpose, but nothing was appropriated by the Legislature of 1904. There are now over six miles of roadway laid out on the colony lands and many of the walks to and about

the several groups of buildings have been commenced. These walks and roads should be completed as soon as possible.

The construction of a school and industrial building for the women will be of great assistance to the colony. At the present time a number of the patients are employed in sewing and make most of the clothing worn by the female patients. In addition, these women do a large amount of garment repairs, but they have no place properly equipped for work. If a school and industrial building is provided, at least 100 women inmates can be employed in the workrooms. The building will provide for the educational work of the colony also.

Seventy-five female patients are now in school classes in one of the buildings of the women's group, but besides these there are many more to whom such a discipline will be valuable. The boys have no school opportunities except in the sloyd department. It is not right to deprive them of beneficial training. If it has no other advantage the disciplinary and moral influence of a school is important, and therefore all the younger patients who need it should have an opportunity to attend school.

Verandas were not built on a number of the cottages of the women's group. They should now be placed upon four of the buildings, as they add to the comfort of the women who occupy them.

The colony has now a number of cottages for employees, and four more should be provided for at this time. By this plan the employees have home life and this secures a more competent class of help for the colony than can be obtained without such a provision for the accommodation of families. Although small cottages are not expensive to build, they have proved very attractive to the married men and women who seek employment in the colony.

Repairs are needed in the steward's cottage. This is one of the older buildings on the colony lands. Some alterations and considerable repair work are necessary to make it satisfactory. Other colony buildings also require repairs and equipment. There are now 68 buildings in service. Some of these are new but others are very old. All of them should be kept in good order, but some have not been repaired or painted in eight years. Others are becoming worn to a dangerous extent. The colony

has usually received an appropriation for extraordinary repairs and equipment to be used in maintaining the plant, and under chapter 703 of the Laws of 1905, \$6,000 was appropriated. As nothing was given in the year 1904, at least \$9,000 should be provided for this purpose by the Legislature of 1906.

Among other needs is that of a brick building for the storage of fire apparatus, and masons' and painters' supplies; and there should also be additional fire protective appliances.

The Pathological Laboratory is too small for the important work which must be carried on there. An extension or wing should be added to give sufficient room.

The growth of the colony makes it necessary to increase the water supply. This can be done by providing a larger motor and new pump and larger pump house. The supply from the spring is apparently sufficient for all demands, but it requires additional pumping power to force it to all the buildings in the colony.

The old building known as Chestnut Cottage, should be removed from its present location and be repaired. It can then be used as a home for 12 or more patients and will furnish an excellent dormitory at a small cost.

Every building in the colony should be connected by telephone with the central office, and there is need also for connections with the remoter grounds where patients are usually at work, and for a connection with the long-distance system. All the telephone and electric light wires to the women's group of cottages should be placed in conduits, besides which there should be a brick conduit to carry the main steam pipes from the power plant to this group. This improvement in the heating system has been under consideration for several years. The concentration of the heating system in the central power house will result in economy, even though the first expense of the conduit and necessary enlargement of the power house will be heavy. But the construction of the brick conduit suggested, and another between the buildings of the village green group will save between four and five thousand dollars per year in the cost of heating. This is well worth saving, and will pay in a short time the outlay required for the contemplated improvement. Besides economy one other advantage of the concentration of the heating equipment under one roof is that it will be a measure of safety,

as the entire heating plant will then be under the supervision of a corps of skilled employees.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For custodial dormitories for 300 patients, including heating, lighting and plumbing, \$125,000; for heating the women's group from the main power plant through a brick conduit, 1,750 feet long, and to build a conduit to connect the four buildings of the village green group, one with another, but not with the power-house, \$25,000; for roads, grading, walks, and planting, \$5,000; for furnishings for 200 patients at \$30 per patient, \$6,000; for a school and service building in the women's group, to include sewing and industrial rooms, and an exercise and amusement hall to seat 600, \$12,000; for additional fire protective appliances, \$1,000; for increasing the spring water supply by providing a larger pump, motor, and house for pump, \$1,400; for verandas on four buildings in the women's group, \$1,800; for a local and long-distance telephone system, the local system to have 30 stations, \$750; for extraordinary repairs and equipment, \$3,000; making the special appropriations approved, \$180,950; maintenance, \$175,000; making the total appropriations recommended, \$355,950.

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH, STEUBEN COUNTY.

Established 1878.

This institution has capacity for 2,000 inmates. The number of members October 1, 1904, was 1,792, exclusive of 400 enrolled but absent; the admissions during the year were 1,116; total for the year, 3,308. There were 954 discharged and dropped out during the year, 196 died and 366 were absent, thus leaving at the close of the year, 1,792 actually in the institution, and a total enrollment of 2,158. The average number present during the year was 1,820, and the average weekly cost of support, including the value of home and farm products consumed, \$2.59; excluding this value, \$2.48.

The total receipts of the institution for the fiscal year ending September 30, 1905, were: From cash balance of the previous

year, \$28,988.59; from special appropriations, \$19,229.27; from general appropriations, \$240,000; from all other sources, \$1,623.35; total, \$289,841.21.

The ordinary expenditures were: For salaries of officers, wages and labor, \$75,231.30; for provisions, \$83,738.44; for household stores, \$5,859.99; for clothing, \$19,293.14; for fuel and light, \$32,478.64; for hospital and medical supplies, \$4,235.92; for transportation and traveling expenses, \$232.72; for shop, farm and garden supplies, \$5,869.77; for ordinary repairs, \$545.75; for expenses of trustees, \$397; for remittance to State Treasurer, \$1,623.35; for all other ordinary expenses, \$6,260.43; total, \$235,766.45.

The extraordinary expenditures were \$26,210.95 for buildings and improvements, making the aggregate expenditures for the year, \$261,977.40, and leaving a cash balance of \$27,863.81 at the close of the fiscal year.

Of the expenditures for maintenance during the year, 32.1 per cent. was for salaries, wages and labor; 35.8 per cent. for provisions; 2.5 per cent. for household stores; 8.2 per cent. for clothing; 13.9 per cent. for fuel and light; 1.8 per cent. for hospital and medical supplies; .1 of 1 per cent. for transportation and traveling expenses; 2.5 per cent. for shop, farm and garden supplies; .2 of 1 per cent. for ordinary repairs; .2 of 1 per cent. for expenses of trustees; 2.7 per cent. for all other ordinary purposes.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance and for the transportation of applicants for admission, \$240,000.

Chapter 703, Laws of 1905 (special act), appropriated for carriage house and stable for headquarters, \$2,500; for addition and cold storage at main kitchen, \$1,650; for cement walks, \$1,000; for alterations in engineering department, including eight-inch exhaust, traps, drips, water line in basement of mess hall and icehouse, \$1,150; for concrete bottom to keep surface water out of reservoir, \$700; for repairs and equipment, \$4,000.

Chapter 700, Laws of 1905 (supply bill), appropriated to reimburse the maintenance fund for expenditures for equipment and extraordinary repairs, \$2,900; for equipping the boiler room with fuel-saving devices, \$5,000. And reappropriated unexpended

balances as follows: Under chapter 584 of the Laws of 1903, for additional work on barracks, \$94.36; for repairs and equipment, \$249.83. Under chapter 599 of the Laws of 1903, for repairs to electric plant, \$52.56.

The maintenance appropriation amounted to \$242,900, the special appropriation to \$16,000, and the reappropriation to \$396.75, making the total appropriation available, \$259,296.75.

These appropriations have been expended in accordance with the provisions of law. The new carriage house is a substantial addition to the Home buildings. It takes the place of an old unsanitary structure and is a good building suitable in every way.

The new addition to the main kitchen is altogether too small. An extension at least sixty feet in depth and the full width of the building should have been provided for. This addition is only an attempt to tide over an emergency. Although it is of assistance, it does not meet the needs of this great institution. The floor of the kitchen is now taken up by the necessary cooking equipment, and the additional space suggested by this Board would have been of great advantage.

The dish-washing room, which was added to the kitchen a few years ago, has never been large enough. It was pronounced inadequate at the time and has been an uncomfortable place since it was opened. The floors have rotted and the plaster on the walls is broken. Besides this no means of proper ventilation were made, and, as a consequence, during the busy hours when it is in use the men have to work in a cloud of steam. A new floor for the kitchen and dining hall, as well as for the dish-washing room, should be laid at once. It is suggested that the best floor will be one of tile. At the time this is laid down the dish-washing room should be enlarged and arranged in a better way for its work. What is really needed is to arch the wall between the main kitchen and this room and add the space now devoted to dish-washing to the kitchen itself. Then a large, well-arranged room should be added for dish-washing. In this way the present crowded condition of both rooms will be remedied. It would be wise to look ahead when making appropriations for the extension of a building and provide for the normal increase in the number it must accommodate.

The reservoir has been repaired and is now in use. The work was done under the immediate direction of the carpenter at the Home, and at much less expense than was anticipated. For several years this reservoir has been useless; in fact, it never was properly constructed and has served to gather weeds and refuse and was a breeding place for mosquitoes. Its repair was recommended by this Board a number of times and now that it has been put in order at a small cost, it will furnish water under constant pressure for the protection of the buildings.

The work of extending the cement walks has been continued during the year. There are many first-class walks on the grounds and those laid during the past year are very satisfactory and show to great advantage when compared with the contract work done heretofore. The walks should be continued wherever required.

The segregation of patients suffering from tuberculosis is very important. At the present time men with this disease have to be cared for in the general hospital with the other patients. There are not less than one hundred patients in the Home who are in various stages of pulmonary tuberculosis. The erection of a separate building for their care will relieve the congested condition of the hospital and barracks and safeguard the members who are now in danger through an enforced association with men suffering from tuberculosis.

During the year the alterations and improvements in the engineering department have gone forward. The appropriation made by chapter 658 of the Laws of 1904, and chapter 703 of the Laws of 1905, have been used for this purpose, but much still remains to be done for the improvement of the steam plant. A steam line for summer use is needed to the steam heater in barracks H and I. The pump at the sewer house has been used for many years and is no longer adequate. A new No. 4 centrifugal pump should be installed. There is need of a check valve on the discharge from each of the forty-six traps which are not thus equipped. Pressure-reducing valves in the drying room at each laundry and on the steam lines to each kitchen are required. Besides these things there is need of an iron pipe line for fire service in the basement of the convalescent barracks. This should be of 2½ inch galvanized iron and have four risers of the same size extended to the attic. A reel and fifty feet of two-inch hose,

fully equipped with valves and nozzles, should be placed on each floor at each riser. Conduits are needed for the pipe between barracks C and D, and those between barracks E and the mess hall. All the exposed cold-water pipes should be protected by sectional wool felt or other equally good covering to prevent the annoying dripping due to condensation. There are about 4,000 linear feet of such pipe exposed and uncovered. All of this is under the care of the engineering department and should be provided for so as to make the heating and water lines more effective.

The old bakery building is worn out. The broken oven is a constant source of annoyance. A new building has been recommended each year since 1902, and again the recommendation is renewed.

All the barracks require painting from time to time. It is necessary for the preservation of the buildings. The buildings have not received attention in this regard for some time. It will cost at least \$7,000 according to the estimate of the State architect to do this work as it should be done.

Alterations are necessary in the lavatories and toilet rooms of the hospital. The lavatories in the convalescent hospital were never fully installed and the equipment should be made sufficient for the number of men domiciled therein. In addition to the foregoing, barrack G needs a fire escape. All of these should be provided for at this time, as "extraordinary repairs and equipments."

During the past year the village of Bath has been a "no license" town. Although no saloons were licensed there were places where liquor could be obtained. The effect upon the Home of the refusal of the village to vote for license was good. The general control has been better and members of the Home more easily managed; there were fewer cases for restraint or serious discipline, and the Home was freer from disorder than ever in its history. At the recent election in the village it was decided to renew the license system, and after the first of May probably all the saloons, heretofore maintained in the village, will reopen. It is unfortunate that those in the immediate neighborhood of the Home can not be permanently closed. This Board recommends that the Legislature pass an act forbidding the issuance of a license to any person for the sale of liquor within one mile

of any Home established for the maintenance of dependent veterans. If such an act is passed it will prevent the opening of any saloon nearer to this Home than the business section of the village of Bath and will remove temptation from the vicinity of the Home.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For a hospital for tuberculosis patients, \$30,000; for the construction of a new bakery, \$5,800; for the extension of the kitchen and the construction of an addition to be used for dish-washing purposes, \$2,500; for cement floor in the present dish-washing room, \$309; for cement walks, \$1,000; for grading, laying out roads, and setting trees in the cemetery, \$500; for alterations and improvements in the engineer's department, \$4,788; for general extraordinary repairs to buildings and equipments, \$10,000; making the special appropriations approved, \$54,897; for maintenance, \$250,000; making the total appropriations recommended, \$304,897.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD, CHENANGO COUNTY.

Established 1894.

The Home has capacity for 200 inmates. The number of inmates present October 1, 1904, was 133 and 98 were admitted during the year, making the total number under care 231. During the year 17 died and 48 were discharged, leaving October 1, 1905, 166 inmates, of whom 41 were men and 125 women. The average number for the year was 149, and the average weekly cost of support, including the value of home and farm products consumed \$3.92; excluding this value, \$3.70.

The receipts for the year ending September 30, 1905, were: From cash on hand at the beginning of the year, \$1,166.23; from special appropriations, \$3,588.86; from general appropriations, \$28,400; from sale of farm and garden produce, \$209.75; and from all other sources, \$131.75; total, \$33,496.59.

The ordinary expenditures during the year were: For salaries of officers, \$1,500; for wages and labor, \$8,968.78; for provisions, \$7,341.10; for household stores, \$694.57; for clothing, \$908.99; for fuel and light, \$5,952.35; for hospital and medical supplies,

\$819.18; for shop, farm and garden supplies, \$981.93; for expenses of managers, \$850.70; for remittance to State Treasurer, \$341.50; for all other ordinary expenses, \$539.59; total, \$28,898.69.

The extraordinary expenditures are reported as \$4,108.86 for buildings and improvements, making the total ordinary and extraordinary expenditures for the year, \$33,007.55, and leaving \$489.04 as balance in cash at the close of the fiscal year. There was no outstanding indebtedness.

Of the expenditures for maintenance, 36.7 per cent. was for salaries, wages and labor, 25.7 per cent. for provisions, 2.4 per cent. for household stores, 3.2 per cent. for clothing, 20.8 per cent. for fuel and light, 2.9 per cent. for hospital and medical supplies, 3.4 per cent. for shop, farm and garden supplies, 3 per cent. for expenses of managers, and 1.9 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, \$30,000.

Chapter 703, Laws of 1905 (special act), appropriated for direct-connected engine and dynamo, \$3,100; for grading and planting, \$500; and for repairs and equipment, \$1,500.

Chapter 700, Laws of 1905 (supply bill), reappropriated unexpended balances as follows: Under chapter 583 of the Laws of 1903, for furnishing cottage D, \$204.32; for retaining wall, \$480; for conduit, piping and repairs to steam plant, \$568.42; for portable oven, \$275; for repairs and equipment, \$481.11. Under chapter 599 of the Laws of 1903, for furnishing and equipping dining room buildings, \$466.77. Under chapter 729 of the Laws of 1904, for cottage for farmer, \$1,301.45.

The maintenance appropriation was \$30,000, the special appropriation amounted to \$5,100, and the reappropriation to \$3,777.07, making the total appropriation available, \$38,877.07.

The original plan of this institution contemplated a number of cottages extending on each side of a central administration building, all the cottages in the group to be connected by enclosed corridors. With the addition of cottage E the original plan will be completed.

At the beginning of the last fiscal year, the new cottage D, provided for by chapter 433 of the Laws of 1902, had been completed and the occupancy of the building was begun October 1,

1904, at which time 133 persons were under care. The decrease in the number of members from 150 in 1903, to 133 in 1904, was due in part to the discontent of many of the members of the Home. A committee, representing the members, presented a complaint to the State Board of Charities in regard to the control of pension funds. An investigation was thereupon instituted by this Board, and, as a result, changes have been made in the rule regarding pensions, and other causes for discontent have been removed. During the time of investigation, however, a number of members left the institution, or were discharged by the board of managers. These have returned and the present population fills all the buildings.

The principal cause of complaint was the rule of the managers which required that pensioners should have on deposit with the treasurer of the Home, at least \$70 in the case of a pensioner and wife resident in the Home, and \$50 in the case of a resident woman pensioner. This amount the trustees intended should be kept as a fund for burial expenses. Chapter 24 of the Laws of 1900, however, makes provision for the burial of deceased soldiers, sailors and marines. The intention of the United States Pension Law is that the pension money shall be used for the comfort of pensioners, while living. There can be no proper objection, therefore, to the use of the pension money in any way really conducive to the comfort and well-being of the pensioner while living, and any enforced accumulation which deprives pensioners of proper comforts is an unjustifiable interference with their rights.

The conduit for the steam pipes and the repairs to the steam plant, which were provided for by the Legislature of 1904, have been finished. A retaining wall under the roadway near the power-house, provided for by chapter 583 of the Laws of 1904, had not been completed at the close of the fiscal year. Since that time estimates have been made for the construction of a retaining wall which will prevent sand and gravel washing down upon the railway track.

The great need of the institution at this time is an addition to the lighting equipment; the repair and strengthening of the power-house stack, and the construction of a conduit for all the electric wires. Chapter 703 of the Laws of 1905, appropriated \$3,100 for

a direct-connected engine and dynamo, but instead of this a worn-out dynamo from the Soldiers' Home at Bath has been transferred to this institution. There is no economy in making changes of this character. The dynamos which have served at the Soldiers' Home for years are not in condition to be installed elsewhere with any hope of long service. It is especially embarrassing to have transfers of this character made when electric plants of the two institutions are of an entirely different character. What the Legislature intended was the installation of a direct-connected electrical unit, consisting of an engine and dynamo of ample power to meet the needs of this institution, and this intention of the Legislature should be carried out. In case of a breakdown in either the engine or dynamo now installed, this Home will be badly crippled. The present plant has been in continual use since October, 1896, and is not sufficient for so large an institution. The new building added to the equipment last year has made it necessary to cut out lights in the other buildings in order that some might be provided for it. Arc lights are needed upon the grounds, or a sufficient number of large incandescent lamps to make it safe for officers and others who may have to be on the grounds after dark. For these reasons the auxiliary engine and dynamo provided for should be installed at once.

The stack at the power house is built upon a sand foundation. For several years it has been noticed that the stack is gradually inclining from the vertical. This inclination is now so marked and seems to have increased to such an extent that it is believed unless measures are taken at once to prevent it, the stack will fall. Recent tests have shown that the angle of inclination has increased within the past year.

Among other improvements there should be telephone connections between the administration building and all the cottages. The present telephone system connects the office with only cottages A and G, and the kitchen.

All the electric-light wires should be under ground in a conduit. No matter how strong posts may be, an overhead line is never satisfactory. It is always troublesome in stormy weather, and dangerous where it comes in contact with roofs; the insulation is likely to fray and then a fire may start. For this

reason it is the safest plan to put such wires in an underground conduit. This need not be expensive, as a tile conduit will serve the purpose.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For cottage E, completely equipped, to accommodate 50 inmates, \$30,000; for grading, shrub and tree planting, \$2,000; for a granary, \$450; for plumbing, heating and lighting farmer's cottage, \$355; for new feeder cable system, \$2,500; making the special appropriations approved, \$35,305; for maintenance, \$35,000; making the total appropriations recommended, \$70,305.

THE THOMAS INDIAN SCHOOL, IROQUOIS, ERIE COUNTY.

Established 1875.

The school has capacity for 160 inmates. The number present October 1, 1904, was 157. During the year 24 were received, 32 were discharged and transferred, leaving a population October 1, 1905, of 149, of whom 61 were boys and 88 girls. The average number during the year was 160, and the average weekly cost of support, including the value of home and farm products consumed, \$3.77; excluding this value, \$3.24.

The receipts for the year ending September 30, 1905, were: From cash balance at the beginning of the year, \$109.13; from special appropriations, \$18,502.55; from general appropriations, \$27,000; from other sources, \$30.59; total, \$45,642.27.

The ordinary expenditures were as follows: For salaries of officers, wages and labor, \$13,723.23; for provisions, \$3,826.86; for household stores, \$770.46; for clothing, \$1,420.43; for fuel and light, \$3,350.29; for hospital and medical supplies, \$151.40; for transportation and traveling expenses, \$44.38; for shop, farm and garden supplies, \$1,513.10; for ordinary repairs, \$175.04; for expenses of managers, \$375.95; for remittance to State Treasurer, \$30.59; for all other ordinary expenses, \$1,659.91; total, \$27,041.64. The total expenditures were \$45,544.19, the additional \$18,502.55 being for buildings and improvements. The cash balance at the close of the year was \$98.08, and there was no outstanding indebtedness.

Of the expenditures for maintenance, 50.8 per cent. was for salaries, wages and labor, 14.2 per cent. for provisions, 2.9 per cent. for household stores, 5.2 per cent. for clothing, 12.4 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 5.6 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, 1.4 per cent. for expenses of managers, and 6.1 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, \$27,000.

Chapter 703, Laws of 1905 (supply bill), appropriated for laundry machinery, \$1,000; for plumbing in employees' cottage, \$500; for repairing sewer, \$200; for materials for addition to cow barn (work to be done by inmates), \$500; and for repairs and equipment, \$2,000.

The maintenance appropriation was \$27,000, and the special appropriation amounted to \$4,200, making the total appropriation available, \$31,200.

The removal of the old boiler to the new power house and the installation of the new 150 H. P. boiler has been accomplished. It is unfortunate that there has been such delay in the equipment of this power house. It is also a mistake to have provided only one new boiler and transferred a worn-out boiler of much less capacity to be set in battery with it. The attempt to save money by patching up a worn-out piece of machinery is usually more costly in the end than the purchase of a new one. If these two boilers are coupled together, one-half of the power of the new boiler is lost, and every ounce of capacity in both will be required to furnish light, heat and power for the institution. It would have been economical to have purchased a second boiler of 150 H. P. capacity. The old boiler could then have been used when necessary for the steam-heating lines and for relief purposes, but not in connection with the new battery. An additional boiler should be provided for by an appropriation at the coming session of the Legislature.

The present electric plant is inadequate. The electric unit is one of 30 kilowatts only. A new electric unit, at least equal in capacity to that now in use, should be provided. The present one is liable to break down at any time, and as the institution is

wholly dependent upon it, a breakdown will be a serious inconvenience.

This institution, as originally planned, is to have two dormitories for boys as well as two for girls. The latter have been built. One of the dormitories for boys has also been completed, and the other is necessary. For want of it many boys now in the school are lodged in dilapidated and unsanitary frame buildings. The best educational work done by the State for its Indian youth is done by the Thomas Indian School. It could do much better work if it were finished. Even as it stands, it is making a record of usefulness, and its influence is felt on all of the reservations in the State.

In addition to the new dormitory, a building for industrial training should be provided. Such a building, two stories high, should be devoted principally to training in handicraft, such as carpentry, sloyd, instruction in painting and masonry. It should also have a room equipped for teaching domestic science, and in connection with it, there should be a small blacksmith shop. All of the trades enumerated are those which the Indians find most useful and in which they develop skill. For this reason, such a building should be provided, and a full course of training in useful trades be established.

The corridors leading from the dormitories to the dining hall and to the administration building should now be completed. As originally planned they are to be of brick construction, and have a flat roof. The plank walks now in use between the buildings have rotted and are unsafe.

Electric connections are needed for the new dormitory No. 3. These should have been provided for by the appropriation under which the dormitory was constructed, but as that appropriation was not sufficient for all the needs, they were omitted from the specifications and should now be provided.

Pipe covering in the conduit and for the new steam pipes should be provided. The radiation in the school, the assembly hall and the girls' dormitories is insufficient. In severe weather these buildings are uncomfortable. There should also be a conduit and pipe to the hospital and employees' cottage as well as an extension of the low-pressure main in the conduit to the main group of buildings.

The old wooden dormitory now occupied by some of the boys should be moved back to a suitable location and be converted into a cottage for the farmer. The work can be done by the boys if a sufficient appropriation for necessary repairs and alterations is made.

The institution should have a good cellar for the storage of vegetables. The school has now no suitable place for this purpose, and, in consequence, there is some loss each year. Most of the work can be done by the boys. An ensilage cutter and motor should also be provided to complete the barn equipment.

Painting and repair work are needed upon all the older buildings of the institution. An appropriation for this work will result in preserving the property. All the water tables should be pointed up, the cornices painted and the tin work repaired.

The growth of the institution requires some alterations in the school building. This is especially so in the matter of classrooms and toilets. The toilet arrangements are neither sufficient nor suitable and an appropriation should be made for their improvement and for additional classrooms.

The maintenance appropriation for this institution for the fiscal year ending September 30, 1905, was \$27,000. This was all used, and for the last month of the year there was an allowance of only two and one-half cents per capita per day for food. In the distribution of an appropriation whenever a shortage arises, the reduction ought not to fall upon the food and clothing of the children. It would be much better to include a special appropriation for the two items of food and clothing based upon a per capita allowance than to have these items fall short each year. The Board of Managers in their report for the month of November, 1905, state that the children receive only bread and coffee for their breakfast and suppers. That such a diet is enforced can be due only to an insufficient appropriation or inability to purchase a sufficient variety and quantity of food. An appropriation which permits an expenditure of only two and one-half cents per day per capita for food, even though it be for one month only, does not admit at other times of either variety or quantity.

There should be a more liberal allowance for clothing. All of the schools for defectives have at least three full changes of

clothing for their pupils. Complaints have been received from other State charitable institutions that the allowance for clothing is not sufficient. A definite appropriation for clothing, based upon an annual per capita allowance of not less than \$1 per month for custodial institutions, and at least \$15 for institutions of the type of the Thomas Indian School, would provide an outfit sufficient in quantity and good in quality.

The other items which are covered by the maintenance appropriation could also be divided into two parts—one to cover salaries, wages and labor, making ample provision for increases under the law, and the other covering all other items now classified under maintenance, including all kinds of repairs and equipment. By such a division of the maintenance appropriation into parts, each institution would know definitely the amount which could be expended for the several purposes enumerated, and while keeping within its allowance would be able to provide food and clothing and proper supervision in a more satisfactory way than is done at present.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For dormitory building No. 4, to be used for boys, \$16,000; for an addition to the school building, including connections to dormitory building, dining hall and administration building, \$9,000; for an electric unit, 30 kilowatt engine and dynamo, \$2,500; for electrical connections to dormitory No. 3, \$600; for pipe covering, \$4,000; for additional radiation in school buildings, girls' dormitories and assembly hall, \$500; for conduit and pipe, from main conduit to the hospital and employees' cottage, \$2,800; for low pressure main from station B to conduit to dining hall and other buildings of the group, \$2,000; for a new 150 H. P. boiler set up with all connections made, \$2,700; for moving of old frame dormitory and converting it into a cottage for the farmer, \$300; for vegetable cellar, \$500; for ensilage cutter, blower and motor, \$500; making the special appropriations approved, \$41,400; for maintenance, \$30,000; making the total appropriations, \$71,400.

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA,
GENESEE COUNTY.

Established 1865.

This School has capacity for 175 pupils. The School was closed October 1, 1904, for repairs, but 148 pupils were received during the year. The average number during the year was 137 and the average weekly cost of support, including the value of the home and farm products consumed, \$5.48; excluding this value, \$5.41.

The receipts for the fiscal year ending September 30, 1905, were as follows: Cash balance from preceding year, \$111.68; from special appropriations, \$30,703.09; from rebate on treasurer's bond, \$12.80; from general appropriations, \$38,500; from miscellaneous sales, \$461.07; from counties, towns and cities, \$873.58; total, \$70,662.22.

The ordinary expenditures were: For salaries of officers, wages and labor, \$24,289.08; for provisions, \$5,668.99; for household stores, \$645.79; for clothing, \$652.25; for fuel and light, \$4,131.60; for hospital and medical supplies, \$213.36; for transportation and traveling expenses, \$109.65; for shop, farm and garden supplies, \$931.16; for ordinary repairs, \$92.47; for expenses of trustees, \$479.24; for remittance to State Treasurer, \$1,334.65; for all other ordinary expenses, \$1,297.42; total ordinary expenditures, \$39,845.66.

The total extraordinary expenditures were \$30,703.09 for buildings and improvements, making the aggregate expenditures \$70,548.75. The only asset, October 1, 1905, was the balance in cash, \$113.47.

Of the expenditures for maintenance during the year, 63.1 per cent. was for salaries, wages and labor, 14.7 per cent. for provisions, 1.7 per cent. for household stores, 1.7 per cent. for clothing, 10.7 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, .3 of 1 per cent. for transportation and traveling expenses, 2.4 per cent. for shop, farm and garden supplies, .2 of 1 per cent. for ordinary repairs, 1.2 per cent. for expenses of trustees, and 3.4 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for the maintenance and instruction of the inmates, \$39,000.

Chapter 703, Laws of 1905 (special act), appropriated for additional radiation, piping, resetting of radiators and plumbing, \$4,500.

Chapter 700, Laws of 1905 (supply bill), appropriated from the moneys paid into the State treasury under section thirty-seven of the State Finance Law, for maintenance, \$2,000. And reappropriated unexpended balances as follows: Under chapter 574 of the Laws of 1903, for laundry equipment, \$1,492.62. Under chapter 719 of the Laws of 1904, for repairs and equipment, \$2,570.72.

The maintenance appropriation was \$41,000, the special appropriation amounted to \$4,500, and the reappropriation to \$4,063.34, making the total appropriation available, \$49,563.34.

This institution could not be opened at the date set for the beginning of the school work because some of the work provided for and which should have been completed during the vacation months was not finished. Actual work under the contracts for the improvements under chapter 719 of the Laws of 1904, did not begin until the second of August, 1904, and bids for the construction of a drying-room for the new laundry were not opened until October 1, 1904. The proposals for the plumbing and drainage of the new building were received October 24, when the school should have been in actual operation. The appropriation for changes and repairs to the plumbing could not be utilized in the early part of the fiscal year, and in consequence the improvements had to be postponed until the close of the school in June. The appropriation under chapter 703 of the Laws of 1905, for additional radiation, piping, resetting the radiators and plumbing, was embraced in the same contract, but the work was begun so late in the summer that the opening of the school has been postponed until November 8, 1905. The bids for this work were opened on July 24, 1905, and work was begun July 31, 1905. Some of the other work provided for, such as new steel ceilings, cannot be begun until the electric-light wiring and plumbing is completed. Wherever possible, the contractor who has had the steel ceiling work in charge, has been at work and his contract will be completed before the other work is finished; but from present appearances, the plumbing and fixtures in those portions of the buildings wherein the lavatory, toilet and bath

facilities are located will not be completed before the middle of December.

The loss of nearly four months of school training during the past year and the loss of nearly two months in the fiscal year beginning October 1, 1905, is a serious matter to the children who depend upon this institution for an education. Preparations should have been made in advance for work to be done in the way of repairs. If plans had been made and contracts let, so that work could have been begun the day after the close of the school, there would have been no necessity for the postponement of the opening in the fall.

Other extraordinary repairs and improvements are needed in this institution than those provided for in appropriations now available. The present kindergarten rooms are not large enough and there ought to be some better provision for this special branch of the school work. The main building requires reconstruction throughout. Many of the rooms used for class purposes and others occupied as dormitories are dark and poorly ventilated. The same defects exist in the dining room. Some of the smaller interior rooms on the north side never receive sunlight. They are dangerous to the health of the occupants. A kindergarten building would solve to some extent the difficulties connected with the main building. It would furnish better quarters for the young children of the kindergarten class, and throw open for other purposes that part of the main building now used for the kindergarten.

The water used by the institution is not filtered. It is drawn from the village mains and is loaded with earthy matter after rains and is then much discolored. It should be rendered safe for drinking purposes by a properly constructed filter similar in character to that used at the Rome State Custodial Asylum.

The general educational work of this institution is satisfactory as is shown by the Regents examinations. Less stress is now laid upon trade instruction and more attention given to the mental and physical development. The school seeks to equip each student with a well-disciplined mind. Instruction is given in piano tuning, broom and mattress making, but it is subordinated to the scholastic discipline of the institution. The general use of machinery for manufacturing purposes has closed many

of even the simpler handicrafts to the blind workman, and such work as broom-making is done by machinery so cheaply that the blind broommaker has a hard struggle to make a living at it. For this reason the school is putting its emphasis upon mental training, upon such a discipline as will prepare the students to undertake any work which may open to them and they are encouraged to display resourcefulness and to meet the difficulties of life with resolution.

The instruction in music follows closely the outline prepared by the American College of Musicians. Much creditable work has been done in this department, and many of the pupils display talent of a high order. This work should receive recognition from the Regents.

The training now given the pupils in the gymnasium does much for their physical development. A competent instructor is employed and under his direction the children have developed a readiness in athletic sports and exercises. Some changes should be made in the grounds to fit them for field sports and to assist the pupils in the development of spontaneity and freedom of movement. A properly constructed athletic field will promote out-of-door exercises and these will inspire confidence and courage.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For renewing the steam supply and return lines in the main building, providing additional radiation when necessary, and for covering of the pipes, \$7,500; for an icehouse, \$800; for 700 feet of cement walks, five feet wide, \$350; for extraordinary repairs in the main building and equipment, \$3,000; making the special appropriations approved, \$11,650; for maintenance, \$40,000; making the total appropriations recommended, \$51,650.

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, WEST HAVERSTRAW, ROCKLAND COUNTY.

Established 1900.

This institution has capacity for 45 patients. The number present October 1, 1904, was 25. During the year 18 boys and 13

girls were admitted, and 10 boys and 1 girl discharged, leaving a population October 1, 1905, of 45, 24 boys and 21 girls. The average number of patients during the year was 30, and the average weekly cost of support, including the value of home and farm products consumed, \$7.76; excluding this value, \$7.65.

The receipts during the fiscal year ending September 30, 1905, were: From cash on hand at beginning of year, \$246.38; from special appropriations, \$21,580.18; from general appropriations, \$11,900; from all other sources, \$21.40; total, \$33,747.96.

The ordinary expenditures were: For salaries of officers, wages and labor, \$4,719.52; for provisions, \$2,450.60; for household stores, \$153.11; for clothing, \$98.03; for fuel and light, \$858.30; for hospital and medical supplies, \$834.41; for transportation and traveling expenses, \$200; for shop, farm and garden supplies, \$30.15; for ordinary repairs, \$37.78; for expenses of managers, \$650.87; for remittance to State Treasurer, \$21.40; for all other ordinary expenses, \$1,804.67; total, \$11,958.84.

The extraordinary expenses were \$19,783.56 for buildings and improvements and \$1,800.73 for all other extraordinary expenses, making the total expenditures for the year \$33,543.13. The cash on hand October 1, 1905, the only asset, was \$204.83, and the outstanding indebtedness \$3,117.74 for bills unpaid.

Of the expenditures for maintenance during the year, 39.6 per cent. was for salaries, wages and labor, 20.6 per cent. for provisions, 1.3 per cent. for household stores, .8 of 1 per cent. for clothing, 7.2 per cent. for fuel and light, 7 per cent. for hospital and medical supplies, 2.5 per cent. for transportation and traveling expenses, .2 of 1 per cent. for shop, farm and garden supplies, .3 of 1 per cent. for ordinary repairs, 5.4 per cent. for expenses of managers, and 15.1 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for maintenance, \$18,000.

Chapter 703, Laws of 1905 (special act), appropriated for sewer and connections, \$5,000.

Chapter 700, Laws of 1905 (supply bill), reappropriated unexpended balances as follows: Under chapter 599 of the Laws of 1903, for isolating pavilion, \$1,496.25; for site, hospital and equipment, \$12,201.09.

The maintenance appropriation was \$18,000, the special appropriation \$5,000, and reappropriation \$13,697.34, making the total appropriation available, \$36,697.34.

Since the beginning of the last fiscal year, this institution has entered upon a new chapter in its history. On April 1, 1905, the children were removed from the rented building in Tarrytown, N. Y., to the new hospital at West Haverstraw, N. Y. The appropriation of \$50,000, which provided for the purchase of the land and the necessary changes in the building, gave the institution the opportunity to leave its unsuitable quarters on Tarrytown Heights. The new site is a suitable tract of land on which there is a large dwelling of the colonial type. Various alterations have been made in the interior of the building to fit it for hospital use. The walls, floors and ceilings needed repair and they have been thoroughly treated with antiseptics and protected by coats of varnish over paint. A new wing has been added to the house. In this the lavatory and bath rooms are located. It has also a large solarium and assembly room. This addition to the building has increased its capacity, and the hospital now has beds for 45 patients, all of which are occupied. During the year 56 patients have been treated, of whom 34 are suffering from tuberculous disease of the joints. It is anticipated that the healthful influence of the location will materially assist in the treatment of diseases of this character.

Besides the other work done in adapting the building to hospital purposes, it was necessary to put in a new equipment for heating, lighting and drainage. The sewerage problem has been difficult of solution. In order to secure perfect disposal of sewage an appropriation was made by the Legislature for a trunk sewer line to the river. Pending the construction of this sewer, permission was given by the health department to make and use a cesspool. It was planned and located near the main building, but as soon as put into use it was found that the character of the soil made the cesspool a menace to the health of the institution. The vault soon filled up and overflowed into the basement of the building. It was then connected with an old cesspool on lower ground, and the two are now used together. The danger still continues as both have overflowed, thus polluting the ground

and inviting outbreaks of disease. The board of managers has repeatedly requested the State Department of Health to approve a sewer to the river, or some other plan for the proper disposal of sewage, but, up to the close of the fiscal year, nothing has been done. It is impossible for this condition to continue without serious trouble to the children in the hospital, and the Legislature should either insist that the sewer to the river be laid, or else make an appropriation ample for the disposal of all waste by some other satisfactory method, and, if it be decided that the only way out of the difficulty is the erection of a sewage disposal plant, no time should be lost before undertaking its construction.

This institution has expended \$3,000 over and above the amount appropriated by the Legislature for the building and its equipment. This is contrary to law, and, although all the work done is for the betterment of the hospital and its work, it is a distinct violation of the law to incur such an obligation. The board of managers now requests a special appropriation to cover this deficit.

The equipment of the hospital is not yet complete. Many of the outbuildings are in as bad condition as they were when the property was purchased. Some of them should be removed, but the two barns should be repaired, and one of them can be converted into a workshop with useful recreation rooms for the children, and will afford also rooms for the farmer and other helpers.

The State Board of Charities recommends the following appropriations for this institution:

For a sewage disposal plant, \$5,000; making the special appropriations approved, \$5,000; for maintenance, \$20,000; making the total appropriations recommended, \$25,000.

**NEW YORK STATE HOSPITAL FOR THE TREATMENT
OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK,
ESSEX COUNTY.**

Established 1900.

This institution will, when completed, have capacity for 150 inmates. The number of patients October 1, 1904, was 39 and 202 were admitted during the year, making the total number under

treatment 241. During the year 141 were discharged, leaving a population October 1, 1905, of 100 (52 males and 48 females).

The average number of inmates was 86, and the average weekly cost of support, including the value of home and farm products consumed, \$10.21; excluding this value, \$10.19.

The receipts during the fiscal year ending September 30, 1905, were: From cash on hand at beginning of the year, \$1,862.26; from special appropriations, \$25,750; from deficiency appropriations, \$12,000; from unexpended appropriations of former years, \$5,139.49; from general appropriations, \$30,000; from counties, towns and cities, \$17,785.64; from individuals for the support of inmates, \$6,269.12; total receipts, \$98,806.51.

The ordinary expenditures were: For salaries of officers, \$4,388.52; for wages and labor, \$10,078.41; for provisions, \$15,579.25; for household stores, \$1,870.71; for clothing, \$1,764.71; for fuel and light, \$6,047.74; for hospital and medical supplies, \$1,780.12; for shop, farm and garden supplies, \$1,131.58; for ordinary repairs, \$99.68; for expenses of trustees, \$1,033.94; for remittance to State Treasurer, \$24,054.76; for all other ordinary expenses, \$1,901; total, \$69,730.42.

The extraordinary expenditures were: \$1,159.75 for buildings and improvements; \$5,248.10 for extraordinary repairs; for all other extraordinary expenses, \$21,882.57; making the aggregate expenditures, \$98,020.84, and leaving October 1, 1905, a cash balance of \$785.67, the only asset.

Of the expenditures for maintenance 31.7 per cent. was for salaries, wages and labor, 34.1 per cent. for provisions, 4.1 per cent. for household stores, 3.8 per cent. for clothing, 13.2 per cent. for fuel and light, 3.9 per cent. for hospital and medical supplies, 2.5 per cent. for shop, farm and garden supplies, .2 of 1 per cent. for ordinary repairs, 2.3 per cent. for expenses of trustees, and 4.2 per cent. for all other ordinary expenses.

Chapter 699, Laws of 1905 (appropriation bill), appropriated for the maintenance of the institution, \$50,000.

Chapter 703, Laws of 1905 (special act), appropriated for tents or shacks, including grading, water, sewer connections and electric lights, \$6,000; for root cellar, completion of servants' quarters, grading and transplanting trees, \$1,500; for completion

of sewage plant and filter beds, \$1,500; for painting walls and ceilings, \$2,500; for reimbursing maintenance fund for amount paid for furnishings and equipment of pavilions, tents and shacks, \$3,000; for completion of proper protection of water supply, \$3,750; for establishment of monuments defining the limits of hospital lands and for fencing same, \$1,000; for extension of verandas of administration building, \$5,000; and for furnishing and equipment of pavilions, tents and shacks, \$3,000.

Chapter 700, Laws of 1905 (supply bill), appropriated for maintenance for the fiscal year ending September 30, 1905, \$9,000; for the equipment of a laboratory and for appliances and supplies therefor, \$1,500. And reappropriated unexpended balances as follows: Under chapter 547 of the Laws of 1903, for dormitory pavilion for female patients, \$2,339.37; for furnishing and equipment, \$504.84. Under chapter 599 of the Laws of 1903, for construction and equipment, \$5,272.04.

The maintenance appropriation was \$59,000, the special appropriation amounted to \$28,750, and the reappropriation to \$8,116.25, making the total appropriation available, \$95,866.25.

The work thus provided for by the several amounts appropriated has been done, either in whole or part, under contracts in accordance with the terms of the act. A number of tents and shacks have been erected on the hillside immediately behind the main hospital building. The shacks are small frame buildings raised above the ground about four feet and are well adapted to the use of patients. Most of the patients have lived in these tents and shacks since they were erected and it is the intention of the board of managers to continue the use of the shacks, which can be heated by small box stoves during the winter.

The money appropriated for the sewerage plant and filtering beds has not been used, as the appropriation is too small for the work contemplated.

When the main buildings were erected many essential features of the original plans were omitted. A veranda along the front of the administration building is one of these. In consequence, the only way of getting to the offices on the second floor is to pass through the main dining rooms on the first floor. There is to be a stairway in the veranda which will give direct access to the

offices. At the close of the fiscal year the verandas had not been erected, but plans are prepared and contracts made, so that before winter it is expected they will be in place.

The work of this institution has been hindered by the delays in the construction work. Although the institution was established by chapter 416 of the Laws of 1900, which made an appropriation for buildings, work did not begin until October, 1902, and at the close of the fiscal year, September 30, 1905, the contractors are still at work. In addition to the inconvenience caused by the workmen, the institution has been embarrassed also by the difficulty of securing competent employees in its several departments, but the classification commission has made arrangements now by which higher compensation will attract a better class of help than heretofore.

Dr. John H. Pryor was appointed superintendent of the institution soon after it was established. He continued in charge as superintendent until July 10, 1905, when he resigned. The managers appointed Dr. Melvin P. Burnham as acting superintendent on that day and he has since then continued in charge.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For grading and building approach to railway station, \$3,000; for a barn, \$2,500; for preparation of land for cultivation, \$1,000; for an auxiliary electrical unit, \$2,250; for a sewage disposal plant in addition to the sum of \$1,500 appropriated by chapter 703 of the Laws of 1905, \$1,000; for the completion of painting, \$1,000; for the completion of fence line, \$500; for completion of verandas, \$2,000; making the special appropriations approved, \$13,250; for maintenance, \$75,000; making the total appropriations recommended, \$88,250.

THE DEAF.

The following table gives the name and location of each institution in the State which is authorized by law to maintain and educate deaf pupils at public expense, and gives also the number and sex of the pupils in attendance October 1, 1905. All of the schools named receive both State and county pupils, the distinction being one of age and manner of compensation only.

INSTITUTIONS.	Boys.	Girls.	Total.
New York Institution for the Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York	262	185	447
Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo.....	95	71	166
Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York.....	109	107	216
St. Joseph's Institute for the Improved Instruction of Deaf-Mutes.....			
Fordham Branch.....		129	129
Brooklyn Branch.....		76	76
Westchester Branch.....	214		214
Central New York Institution for Deaf-Mutes, Rome.....	65	53	118
Western New York Institution for Deaf-Mutes, Rochester..	89	91	180
Northern New York Institution for Deaf-Mutes, Malone....	41	34	75
Albany Home School for the Oral Instruction of the Deaf, Albany.....	20	23	43
Total.....	895	769	1,664

During the school year there were 1,842 pupils in these schools, which is the largest number in their history. October 1, 1900, the schools had 1,562 pupils enrolled; October 1, 1901, there were 1,564; October 1, 1902, 1,574; October 1, 1903, 1,583; October 1, 1904, 1,623; and on October 1, 1905, 1,664.

For the purpose of a further comparison, there were in attendance at the end of ten year periods, October 1, 1885, 1,251; October 1, 1895, 1,411; and October 1, 1905, 1,664.

These figures show conclusively that the schools are continually growing. At the close of the school year there were graduations from each of the schools, and all reported satisfactory results for the year's work.

For the fiscal year 1904-5 the receipts of the ten institutions for the instruction of the deaf were \$1,085,602.50, and the expenditures \$940,238.40. The Legislature of 1904 increased the annual per capita allowance for State pupils, and it is now \$300, the same amount paid by counties for pupils supported at county expense.

The reports of the inspections of these schools, made from time to time, show that the pupils are well cared for, and that the general instruction in each institution is satisfactory. Most of the buildings are of recent construction, and in their appointments comply with the requirements of the laws governing schools. The school at Rome, however, is in need of extensive alterations and other improvements which will conduce to the welfare of the pupils. Its indebtedness has been converted into a mortgage on the grounds and buildings. The legality of such a mortgage is doubtful, but the fact that such an incumbrance is carried, and that it is bearing interest which has to be met from the per capita allowance for the education and maintenance of the pupils makes the prospect of this school unsatisfactory. As long as this institution continues burdened with debt it will be unable to make the necessary changes in its buildings and equipment, or add things essential to its training courses.

The industrial training in all of the institutions is an important factor in the educational scheme. The girls receive instruction in various household arts. The boys have the benefit of special trade instruction and some become proficient. Creditable cabinet work is turned out in the work shops attached to the Central New York school at Rome, the Lexington avenue school in New York City, the New York Institution on Washington Heights, and in some of the other schools. The Rochester school has turned out a number of well-built boats, all designed and modeled by a member of the school.

The printing trade is liked by many of the boys. They make good typesetters, and all of the schools take advantage of their aptitude and encourage them. Five weekly or monthly papers devoted to school news and the educational welfare of the deaf are printed in these schools, all the work being done by pupils.

There are many deaf-mute children of school age who are not in the schools. Some of these are feeble-minded, but the large majority have normal mental powers and should be under instruction. Compulsory measures would secure their attendance and prevent delay in beginning their training, which is the cause of much harm, and sometimes makes it practically impossible for them to secure an education.

The ordinary institution for the instruction of deaf-mutes does not afford to the feeble-minded deaf-mutés or those whose mental development is slow, the special opportunities which children of this class require. It would be much better if they could be in a special department in one or more of the existing schools for the training of the backward or feeble-minded deaf, wherein teachers trained to grapple with problems of the feeble mind could give such individual instruction as is necessary. In a school of the kind suggested, many who are now classed as hopelessly dull could be trained so as to eventually support themselves, while without such special training they must become permanent dependents upon public charity.

An experimental class for children of the backward type has been organized in the Albany school, and the results have been very satisfactory. The experiment has proven so successful that it will be continued until such time as a separate school for the backward deaf is organized.

The safety of the children in the event of fire is of paramount importance in all of these institutions. Several are of slow-burning construction, well equipped with exits and fire escapes. Others are built of material which will burn rapidly in the event of fire. The practice of the fire drill regularly is essential. The habits of obedience and prompt action will save life in the hour of danger. This drill is practiced in most of these schools but should be in all.

The military drill in the New York institution on Washington Heights is an interesting feature, and taken in connection with regular gymnasium work has proven a valuable addition to the training given the boys. A similar drill might be used to advantage in the other large schools. It will to some extent take the place of gymnasium work in the schools which have no gymnasium. This Board hopes that the time is not far distant when it will be able to report that all the schools for the deaf have an ample equipment for gymnastic training.

NEW INCORPORATIONS.

During the year 1905 the Board approved the incorporation of the following institutions, societies and associations, twenty in number;

1. "Palmer Hospital Corporation;" principal office, Mamaroneck, N. Y. Formed "To erect, establish and maintain a hospital in the Town of Mamaroneck, County of Westchester and State of New York, for the care of the needy, sick and maimed, in order to carry into effect the provisions of the last will and testament of William D. Palmer, late of said town, deceased, and to secure to such needy sick and maimed the benefit of the charitable bequest contained in such will." Approved March 2, 1905.

2. "Solomon and Betty Loeb Memorial Home for Convalescents;" principal office, New York City. Formed, "For the procuring of healthy country surroundings for persons recovering from disease or in infirm health; the establishment and maintenance of an infirmary or sanitarium for the reception of convalescents and for persons suffering from temporary physical debility." Approved March 2, 1905.

3. "The International Sunshine Branch for the Blind;" principal office, Borough of Manhattan, New York City. Formed "For the care, maintenance, and education of blind children." Approved April 12, 1905.

4. "The Philanthropin Hospital in the City of New York;" principal office, New York City. Formed "For erecting, establishing, maintaining and operating of a hospital and dispensary for the reception, care, maintenance, giving of medical and surgical advice and treatment to persons afflicted with maladies or physical injuries, or physical weaknesses or deformities or infirmities and especially such usually not taken or successfully coped with by existing institutions. The qualifications of members of the corporation shall be an adherence to the regular or allopathic system of medicine, and the treatment of the sick is to be in accordance with the most rational and approved methods." Approved April 12, 1905.

5. "The Malone Hospital Association;" principal office, Malone, N. Y. Formed, "For erecting, establishing and maintaining a hospital for the reception and treatment of suitable medical and surgical patients, and for general hospital purposes." Approved April 12, 1905.

6. "The King's Daughters' Home for Children;" principal office, Cortland, N. Y. Formed, "To care for orphans, destitute

children and children without proper guardians and to provide suitable homes for them." Approved May 30, 1905.

7. "The Rochester Dental Society;" principal office, Rochester, N. Y. Formed "(a) To elevate and maintain a high ethical standard of the profession of dentistry. (b) To maintain and conduct a free dental dispensary as heretofore founded by The Rochester Dental Society in the City of Rochester, N. Y. (c) For general social intercourse of the members of the corporation. (d) To aid in the enforcement and promulgation of laws governing the practice of dentistry." Approved May 30, 1905.

8. "St. Joachim's Hospital;" principal office, city of Watertown, N. Y. Formed, "For nursing and caring for the sick and injured." Approved May 30, 1905.

9. "Washington Heights Hospital;" principal office, New York City. Formed, "For erecting, establishing, maintaining and operating a hospital for the reception, care, maintenance, giving of medical and surgical advice, aid and treatment, to persons afflicted with maladies or physical injuries, or physical weakness or deformities, or infirmities, and a free dispensary." Approved May 30, 1905.

10. "The Eastern Long Island Hospital Association;" principal office, Greenport, L. I., N. Y. Formed for "The erection and maintenance of a hospital and dispensary for the reception, care, maintenance, giving of medical and surgical advice, aid and treatment to persons of indigent circumstances, and others afflicted with maladies, or physical injuries, or physical weaknesses, or deformities or infirmities." Approved July 12, 1905.

11. "Evangelical Lutheran Children's Friend Society of New York;" principal office, Buffalo, N. Y. Formed, "For the purpose of seeking out, receiving and procuring homes in Christian families for orphan, friendless, homeless, neglected, destitute or grossly ill-treated children, the binding out by contract of any such children during their minority; or for a shorter period, and such contract to be subject always to revocation by said society; the giving away of any such children by adoption, according to law; the maintaining of a proper visitation and inspection over any and all of such children so placed out by contract or adoption during their minority; and the placing of defective and

infirm children in proper charitable institutions." Approved July 12, 1905.

12. "The Fresh Air Association of the Cathedral of St. John the Divine;" principal office, New York City. Formed, "To promote the physical and spiritual welfare of the poor in The City of New York, to care for the sick, the young, the aged and disabled; to minister to the needs of mothers and children during the hot summer-months, and generally to advance charitable and benevolent objects. In connection with the foregoing purposes to own and conduct a summer home at Tompkins Cove, in the county of Rockland and State of New York, or elsewhere. In furtherance of the said purposes, or either of them, the corporation shall have the power to acquire by deed, devise, bequest, gift, purchase or otherwise real and personal property, and to hold, invest, reinvest, manage and dispose of the same." Approved July 12, 1905.

13. "Italian Hospital;" principal office, borough of Manhattan, New York City. Formed "(a) To establish, maintain and operate and conduct a hospital, and to furnish medical and surgical aid, advice and treatment to all persons requiring or in need of the same, and generally to perform any and all acts in any way belonging or incident to a hospital and its maintenance and operation. (b) To establish and maintain a dispensary. (c) To conduct a training school for nurses for the purpose of educating, training and providing skilled nurses for the sick, and of doing such other practical or charitable work in hospitals as may be consistent therewith." Approved July 12, 1905.

14. "King's Daughters' Hospital of Lestershire, N. Y.;" principal office, Lestershire, N. Y. Formed, "For establishing or erecting, and maintaining a hospital, infirmary, dispensary and home for invalids." Approved July 12, 1905.

15. "The Southampton Fresh Air Home;" principal office, Southampton, Suffolk county, N. Y. Formed, "For the maintenance of a home for crippled or indigent children." Approved July 12, 1905.

16. "The Jewish Hospital for Deformities and Joint Diseases;" principal office, borough of Manhattan, New York City. Formed, "To establish a hospital for medical and surgical treatment of

deformities and joint diseases and other kindred diseases from which persons of the Jewish race, or any other persons without regard to race or creed, may be suffering, and furnish all necessary medical and surgical aid and care to persons so afflicted." Approved October 11, 1905.

17. "Saint Joseph's Hospital;" principal office, Far Rockaway, borough of Queens, New York City. Formed, "To erect, establish and maintain a general hospital." Approved October 11, 1905.

18. "Willing Helpers' Home for Women;" principal office, Johnstown, N. Y. Formed, "To establish and maintain a home for aged and indigent women of good moral character, to be known as the Willing Helpers' Home for Women, to be located in the city of Johnstown, county of Fulton and State of New York, and to do all acts and things necessary to properly conduct and manage said home." Approved October 11, 1905.

19. "The New Rochelle Day Nursery;" principal office, New Rochelle, N. Y. Formed, "To establish, maintain and conduct a day nursery for the purpose of taking care of young children of working women during the day, while their mothers are at work." Approved November 15, 1905.

20. "The Port Richmond Day Nursery and Central Relief Association;" principal office, borough of Richmond, New York City. Formed, "To aid and assist wage-earners among the poor classes by caring for their children during the hours of employment away from home of the mothers of said children." Approved November 15, 1905.

The Board also approved an amendment to the certificate of incorporation of one institution:

1. "House of St. Giles the Cripple;" principal office, Brooklyn, N. Y. Certificate amended as to the number of trustees. Approved March 2, 1905.

At a meeting of the Board held October 11, 1905, the following preamble and resolution, which is self explanatory, was adopted:

"Whereas, Five proposed certificates of incorporation for hospitals designed to conduct their operations on the lower East Side in New York City, namely for the 'Beth Jacob Joseph Hospital,' 'Carmel Hospital and Dispensary,' 'East Side Hospital Association,' 'St. Gregory's Free Emergency Accident Hospital and Ambulance Station,' and the 'Zion Hospital Association,' have recently been submitted for the Board's approval in accordance

with the provisions of article VI of the Membership Corporations Law, with relation to hospital corporations, and

"Whereas, While there is an apparent need for the extension of suitable hospital facilities in the district in question, it seems probable that the incorporation of so many institutions would lead to confusion of effort and be productive of other undesirable results, therefore,

"Resolved, That the secretary be instructed to communicate with the proposed incorporators informing them of the Board's views on this subject, and suggesting that they confer with each other with a view toward extending the facilities of the hospitals already operating in the district in question, or of uniting in a new hospital corporation, if possible, the various interests now seeking to secure the formation of the proposed corporations hereinbefore named."

DISPENSARY LICENSES ISSUED DURING THE YEAR.

Since 1899 the State Charities Law has placed the licensing of dispensaries in this State in the hands of the State Board of Charities. During the year 1905 five licenses were granted, as follows:

Dispensary of Bay Ridge Hospital, Second avenue and Sixtieth street, Bay Ridge, borough of Brooklyn, New York City. Granted April 12, 1905.

Rochester Dental Society Free Dispensary, 32 South Washington street, Rochester, N. Y. Granted April 12, 1905.

Dispensary of the Philanthropin Hospital, Briggs and Maple streets, borough of Bronx, New York City. Granted May 30, 1905.

Washington Heights Hospital Dispensary, Broadway and One Hundred and Seventy-ninth street, borough of Manhattan, New York City. Granted July 12, 1905.

Schenectady Day Nursery Dispensary, 25 Lafayette street, Schenectady, N. Y. Granted October 11, 1905.

Besides these a number of applications were considered, but not approved.

PLANS APPROVED.

During the past year the Board approved plans and specifications for new buildings and improvements, with the proviso in each case that the expense should not exceed the appropriation therefor, as follows:

Kings County Hospital, Brooklyn, N. Y.

1. New isolation pavilion.

Approved July 12, 1905.

City Hospital, Blackwell's Island, N. Y.

1. New boiler-house.

Approved, July 12, 1905.

Clinton County Almshouse, Beekmantown, N. Y.

1. New Almshouse.

Approved October 11, 1905.

New Municipal Lodging House, New York City.

Approved October 11, 1905.

Rockland County Almshouse Hospital.

Approved April 12, 1905.

Steuben County Almshouse, Bath, N. Y.

1. New laundry building.

Approved April 12, 1905.

STATE, ALIEN AND INDIAN POOR.

The Superintendent of State and Alien Poor is appointed by the State Board of Charities, under chapter 225 of the Laws of 1896. He is required to visit, either in person or by representative, each State almshouse at least once every three months, and to examine into the condition and needs of all State poor persons. It is his duty also to provide for the return to their legal residences of all aliens and nonresidents committed as poor persons to public charitable institutions. Mr. Byron M. Child, Superintendent of State and Alien Poor for five and one-half years, died on December 26, 1904, after a protracted sickness. The vacancy created by the death of Mr. Child was filled by the promotion of Robert W. Hill to the position of Superintendent of State and Alien Poor, after he had qualified in a civil service examination. He has complied with the requirements of the law during the past fiscal year, and made the official investigations and inspections regularly.

The State Board of Charities, through its Department of State and Alien Poor, has returned, during the fiscal year ending September 30, 1905, 419 persons to their homes in other states or countries when such removal at public expense was necessary. Most of these persons were citizens of other states.

Alien Poor.

The deportation of dependent aliens who are inmates of public charitable institutions should be the work of the United States. It is done in this State principally through this Board, and the cost of deportation is mainly borne by the State. The authority of the State, however, does not extend beyond its own borders, yet the questions of deportation are international in character, as they affect other countries as well as our own. The work of the State should be to collect the facts in regard to dependent aliens, and inform the United States authorities of all cases which should be deported. Thus the State and the United States would coöperate in a proper system for the removal of undesirable aliens, and the present power of the State be supplemented by the authority of the general government. The immigration laws provide that the return of alien paupers by officers of the United States be within two years of the date of their landing in this country. In the case of persons excluded by law, the Secretary of Commerce and Labor can extend the period within which they may be deported to three years. In practice, all requests made under section 21 of the United States Laws of 1903 by the Department of State and Alien Poor during the fiscal year to the Department of Commerce and Labor, for the deportation of alien paupers, criminals, or insane persons who have been in the United States for more than two years, have been unsuccessful, as it is claimed the statute is not retroactive. The immigration commissioners of the United States have, however, promptly responded to most of the other requests made by the State Board of Charities. These were for the return of alien immigrants found dependent upon public charity within one year of their arrival in this country.

In several instances dependent alien women have landed in this country, and within a month of arrival made application for public relief, and later in public institutions have given birth to illegitimate offspring. In no instance have such alien paupers been deported by the United States authorities, the declination being based on the ground that the child is a citizen of the United States.

In some instances persons who have been in the United States less than two years were not deported by the Government, on the

ground that the causes of dependence arose subsequent to their arrival in this country.

The Department of State and Alien Poor has appealed from the decision of the Commissioner General of Immigration in one case, involving the return to Africa of a number of negroes brought to the United States in connection with the recent exposition at St. Louis. The appeal was based on the ground that the special act providing for the admission of contract labor in connection with expositions, sanctioned by act of Congress, requires rules for the return of such persons, and that in this case no such rules were made. The appeal was overruled by the Secretary of the Department of Commerce and Labor, and is now pending before President Roosevelt.

The State Board of Charities has returned to their homes in foreign countries during the year, 103 persons from the almshouses of the State, and the total number of persons thus returned to foreign countries by this Board and of those sent through the coöperation of the United States commissioner of immigration was 143.

The number of dependent aliens returned to their proper homes is greater than for any previous year since the State Board of Charities was created.

Since the State Poor Law of 1873 and the Alien Poor Law of 1880 went into effect, the whole number of alien and non-resident removals by the State Board of Charities has been 33,848. At the average per capita cost for an estimated term of fifteen years for each individual, the resultant expenditures, had these persons been permitted to remain in our almshouses, would have reached the total amount of \$52,802,880, which would be more than sufficient to rebuild and equip the State charitable institutions. It is therefore evident that the removal of the nonresident poor by this Board, in accordance with the provisions of chapter 225 of the Laws of 1896, is a true economy, an act of humanity, and a permanent benefit to the State.

Indian Poor.

During the past year there was no unusual sickness among the Indians on the Indian reservations in the State. The relief of indigent Indians is one of the duties of the Department of

State and Alien Poor. The Indians are encouraged to support themselves as long as possible, and not depend upon charity, either public or private; but there are many, especially of the older ones, who must be helped from time to time. This relief is mainly dispensed in their homes or in hospitals, and few become permanent inmates of almshouses. They prefer to remain on the reservations with relatives and friends and in their own homes, no matter how poorly appointed these may be.

During the year the total number of indigent Indians provided for in almshouses or asylums was 50, and the total expenditures for the relief of Indian poor, including outdoor relief, amounted to \$2,379.90.

Department Expenditures.

On account of State poor.....	\$27,432 11
On account of nonresident poor.....	556 17
On account of alien poor.....	2,308 77
On account of Indian poor.....	2,379 90

The appended report of the Department of State and Alien Poor contains statistical tables to which attention is directed. These show the operations of the State Poor Law from October 22, 1873, to the close of the fiscal year ending September 30, 1905.

ALMSHOUSE INSPECTION.

The provisions of the Constitution and statutes make the regular inspection of the almshouses of the State one of the most important duties of the State Board of Charities. It is intended by these enactments that the poor, the aged and the unfortunate shall be fully protected by the State, through a close and constant supervision of the institutions wherein they are supported at public expense. It was recognized by our law makers that not only does any system of local support of the poor permit abuses unless under constant supervision of State authorities, but that it also at the same time gives opportunity for such inadequacy in appropriations and expenditures as makes it difficult for the poor to have the food, care and medical attention which they need.

The necessity of almshouse inspection of the most thorough character has, therefore, been insisted upon from the organization of the State Board of Charities. In the first extended report

of its operations, made in 1868, the suggestion was offered that most of the crying evils in almshouses were due to the "imperfect decentralized system with no general superintendence." Since that time, the almshouses have been carefully inspected from year to year, but the conclusions arrived at in 1868, after a complete examination of all the almshouses in the State, cannot be modified.

Among the benefits of proper inspection are the prevention and correction of abuses in administration. This was illustrated during the year by the reform in the almshouse of Ulster county. Inspections made by the inspectors of this Board disclosed gross abuses which demanded prompt and drastic action. This was finally secured, when upon the request of the Board of Supervisors of Ulster county, the Governor removed the County Superintendent of the Poor from office. The condition of the almshouse and the abuses in administration had been officially presented to the Board of Supervisors by the State Board of Charities, with a request that the abuses be corrected. Upon investigation, the Board of Supervisors found the facts were as stated in the reports of the inspectors and warranted the criminal prosecution of the County Superintendent as well as his removal from office.

An investigation of the work and administration of the Rensselaer County Almshouse was made, under direction of the Board, and the Commissioner from the Third Judicial District, November 21-24, 1905. Complaints had been received that grave abuse of inmates had taken place, and that the general condition of the institution required change. The investigation covered all the matters alleged and also the administration of the institution by the County Superintendents and the employees. The stenographic notes of this investigation were sent to the District Attorney, and a copy furnished the new County Superintendent of the Poor. Assurances have been given that as far as possible all matters complained of will be remedied and that where criminal proceedings are warranted they will be instituted.

In the month of May, 1905, the almshouse of Clinton county was destroyed by fire. One inmate was burned to death. The necessity of ample means for protection against fire was shown in this instance, as the water supply was inadequate. The Board of Supervisors took immediate action in the matter of rebuilding,

and a new almshouse of modern standard design is in course of construction.

The inspectors of almshouses take a careful census of the almshouses each year with special reference to the defective classes, and the physical condition of all the inmates. In all inspections, the provisions for the care of the sick, and the welfare of inmates over seventy years of age receive special consideration, and, as a result, a beneficial influence in behalf of the infirm is exerted upon the management. The inspections have shown that notwithstanding those received at Craig Colony, there is still a large number of epileptics in the almshouses of the State. These, with the idiots and feeble-minded, form a considerable part of the almshouse population. They add greatly to the burdens of administration, and subject other inmates to discomfort, annoyance and danger. These unfortunates are peculiarly liable to neglect, as there are no proper accommodations for their care in the almshouses. They need special attendants, and when left to the care of inmates or of the ordinary employees, often fail to receive timely assistance, and frequently suffer serious injury.

The inspections of the year have shown that there is a progressive tendency toward the betterment of these institutions. With very few exceptions, the almshouses have been improved by repairs or additions, and in almost all the conditions showed a marked improvement over those of former years. The transmission of the reports of inspection to the Boards of Supervisors enable them to act intelligently upon questions relating to almshouse improvement. As a rule these boards are anxious to provide for the dependents in their charge in a humane and satisfactory manner.

The Supervision of Dependent Children Placed in Family Homes.

Chapter 264 of the Laws of 1898, "An act to prevent evils and abuses in connection with the placing out of children," empowers the members, officers, and duly authorized inspectors of the State Board of Charities, "to visit, in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section," of the act, "or by any person licensed by said board to place out children."

The regular visitation of homes in which children have been placed out has been of great value in the correction of evils and abuses in connection with the minor wards of the public. The welfare of the unfortunate dependent children is considered the essential thing to be safeguarded, and in consequence of the enforcement of this law the possibilities of abuse are greatly diminished, private gain receives less consideration, and a humane spirit controls those who find homes for them.

The visitation has required the full time of an inspector. His reports have caused the removal of a number of children from unsuitable or immoral homes. It is gratifying to report that in almost all the homes the placed-out children are properly cared for, and will receive the training needed to fit them for the responsibilities of life. This work is of great ultimate importance, and every child placed out by any person, society, or corporation in the State should be visited periodically by inspectors of this Board. This is especially necessary to protect the girls, and assure for them the training and supervision they need prior to maturity.

The Legislature of 1905 made provision for a woman inspector to visit these homes, and a competent woman was found among those certified as eligible by the State Civil Service Commission. She began work October 1, 1905, and demonstrated the special benefit of having a competent woman to make these visitations.

The Legislature of 1905, by chapter 273, added a new section, 141-a, to the Poor Law. This requires monthly reports to the State Board of Charities from all public officers authorized to place out dependent children in family homes. Such reports are to be made whenever homes are found for children, that there may be no long delay before they are visited by an inspector to determine whether they are satisfactory. This law is proving very useful, as it enables the Board to act promptly. It has been found that some agents or officers are careless in the selection of foster homes. They do not make a thorough preliminary examination into the homes or the character of those who make application for the care of children. The result of careful inquiry would prevent the surrender of children to persons unfit to train them. The appointment of placing-out agents by county superintendents

has a tendency to insure greater care in the investigation of proposed homes, and when, in addition to this preliminary work, the homes are afterward visited by inspectors of this Board, the possibilities of abuse are minimized.

More than 400 children were placed out by superintendents and overseers of the poor during the year, besides as many more placed out by various charitable societies and agencies. These homes should be under constant supervision by the local authorities and others responsible for the care of the children, and should also be visited at least once each year by a State inspector, and in some cases a number of times, but an examination into the condition of the children, and a determination of the character of their foster homes will require more time and a greater number of inspectors. This Board, therefore, now examines into the condition of all children placed out by county superintendents and other public officers, and hopes to be able through an increase in its force of inspectors to visit the homes found in this State by societies which place out children.

The names and foster homes of all children placed out by the Catholic Home Bureau since its organization have been reported to this Board, and these homes will be inspected periodically. Other societies and institutions might well follow this example.

These inspections do not relieve county authorities of their responsibility for the welfare of dependent children. They must take final action whenever unfit homes are reported. In nearly every instance when such homes have been reported, the county superintendent or other responsible officer has immediately removed the child to a new home.

PRIVATE INSTITUTIONS.

IN RECEIPT OF PUBLIC MONEY.

THE DEPARTMENT OF INSPECTION.

This department of the Board's organization has to do with the supervision of dispensaries, homes for the aged, homes for children, hospitals, reformatories and other charitable enterprises in this State which are under private management but are in receipt of appropriations from public funds for the care of beneficiaries. These number 508 and are classified for purposes of inspection as follows:

Dispensaries	123
Fresh Air Charities.....	8
Homes for the Aged.....	17
Homes for Children.....	119
Hospitals	142
Infant Asylums and Hospitals.....	24
Industrial Schools	37
Placing and Boarding-out Agencies.....	8
Reformatories	16
Temporary Homes	13
Travelers' Aid Societies.....	1
Total	508

Work of the Year.

Thorough inspections of these institutions are made from time to time, a staff of six inspectors being employed for this purpose. During the year 647 inspections were made and reports submitted showing the conditions found in each institution visited. The inspectors in this department also made 49 preliminary investigations and reports as to the merits of applications for the Board's approval of certificates of incorporations and for dispensary licenses. In addition to the above 819 visits were made to institutions, societies or individuals; and a large number of complaints were investigated and reports submitted. The department keeps on file a history and record of every child admitted to an institution under its supervision or discharged therefrom. During the year 18,340 children were received, 18,229 were discharged

and there were 30,247 children remaining in these institutions September 30, 1905.

General Condition of the Institutions.

The general condition of the institutions supervised by this department is shown to some extent in the disposition made of the inspection reports received during the year. For convenience these reports are classified as follows:

Class I. Includes reports which show practically no defects.

Class II. Includes reports which show few or minor defects.

Class III. Includes reports which show one or more major defects or abuses.

Of 559 inspection reports submitted by inspectors in this department during the year, 46 were placed in Class I as showing practically no defects; 386 in Class II as showing few or minor defects; and 127 in Class III as showing one or more major defects.

Improvements Made During the Year.

Twenty-six institutions whose reports showed one or more serious defects and were placed in Class III during the early part of the year made improvements which resulted in their reports being placed in Class II after a subsequent inspection.

A large number of major improvements in fire protection and other matters affecting the institutions under supervision have been made by the managers on their own initiative or at the suggestion of this Board, but of such variety as to forbid satisfactory tabulation.

It is gratifying to note the fact that in many institutions each inspection shows that some improvement has been made by the managers since the last visit of the inspector. The value of the devoted and extended service rendered the State by the managers of these institutions is generally recognized, but special praise is due them for their constant efforts to better the plant and methods of work in the institutions under their care as opportunity offers and means permit.

LICENSED DISPENSARIES.

That form of medical charity known as the dispensary is an exotic having attained a considerable development in England and other European countries before being transplanted to American soil. The first dispensary in America was established in

Philadelphia in 1786, but it is in New York City and State that dispensary work has reached its greatest growth and development. There are at present 123 such charities in this State, 60 located in Manhattan, 28 in Brooklyn, 7 in the Bronx, Queens and Richmond, and 28 in the balance of the State. All but seven have been established since 1862, and the majority of them since 1880.

Compliance with Dispensary Rules.

During the year a second special inquiry has been made as to the extent of compliance with the rules of the Board adopted pursuant to chapter 368 of the Laws of 1899 affecting the management of all licensed dispensaries. The results of this inquiry appear in the following table, which shows the extent of compliance with the various provisions of the rules on the part of 123 dispensaries in operation during the whole or a part of the year:

RULES.		Yes.	No.	In part.	Not Appli- cable.
I.	Public notice posted.....	122	1		
II.	1. Registrar.....	123			
	2. Deputy (not required).....	63	60		
	3. Makes and preserves records.....	119		4	
	4. Receives applicants.....	123			
	5. Sees that rules are enforced.....	39		84	
III.	1. Examines all applicants.....	123			
	superficially 18.....				
	fairly well 89.....				
	thoroughly 16.....				
	are any refused admission.....	86	37		
	a. Emergency cases admitted.....	118			5
	b. Poor applicants admitted.....	123			
	c. Doubtful cases admitted upon signing representation cards.....	103	20		
	d. Subsequent investigation made.....	52	71		
	e. Results of investigation filed.....	48	4		
	f. Non-signers refused admission.....	36	7		60
	2. Representation cards in proper form.....	117	6		
	3. a. Pass cards issued.....	121	2		
	b. Penalty printed thereon.....	121		2	
IV.	1. Matron.....	121	2		
	2. Cleanliness and order preserved.....	119	2	2	
	3. Present at gynæcological examinations.....	99		1	23*
V.	1. Contagious diseases excluded.....	123			
	2. Registrar prevents exposure.....	123			
	3. Registrar reports to health authorities.....	123			
VI.	1. Clinical or other instruction given (Instruction permitted by rules).....	31	92		
	2. Treatment conditional thereon.....	1	30		92
	3. Consent of patient obtained.....	31			
VII.	1. Apothecary (not required).....	109	14		
	2. Licensed or medical graduate.....	107	2		14†
	3. Appointed under Civil Service Rules.....	8			115†
VIII.	1. Board of Health ordinances observed.....	123			
	2. Minute made before September 30.....	92	31		
IX.	1. Seats for all applicants provided.....	118	5		
	2. Sexes separated in a. waiting rooms.....	94	23		6
	b. treatment rooms.....	104	13		6
	3. Suitable equipment and supplies.....	102	7	14	

* Such examinations not held in these dispensaries.

† No prescriptions compounded in these dispensaries.

‡ Applies only to 8 dispensaries connected with municipal hospitals in New York City.

As compared with the results of a similar inquiry made last year, the above table shows increased observance of the three more important dispensary rules, viz:

Rule II, requiring the appointment of a registrar and specifying certain of his duties.

Rule III, providing for the admission of applicants and the investigation of doubtful cases; and

Rule IX, in reference to the provision of suitable and adequate facilities for patients. With the remaining six rules compliance continues to be practically complete.

The improvement in the observance of Rule III in reference to the admission of applicants is gratifying. This rule was designed to aid in restricting the service in dispensaries to persons unable to pay a physician for his services. It protects the dispensary from imposition, and self-supporting persons from the tendency to become pauperized. The purpose and meaning of this rule has not been well understood hitherto and compliance therewith has been lax and unsatisfactory. The figures for the present year show an increase of 13 per cent. in the number of dispensaries using representation cards and an increase of 50 per cent. in the number of dispensaries making subsequent investigation in cases where there is doubt as to the applicant's ability to pay for treatment. The observance of Rule IX requiring seats for all applicants and separation of the sexes has improved also. As against forty-five last year, ninety-two dispensaries have made a minute on their records showing compliance with the orders and ordinances of the Board of Health.

Treatment of Women and Children in Dispensaries.

During the year two of the women inspectors in the service of the Board have been assigned to the work of visiting and inspecting the licensed dispensaries of the State with reference to the treatment, professional and otherwise, and the facilities afforded women and children in these dispensaries. The matters covered in these inspections relate particularly to such questions as the following:

Is proper consideration shown to women and children? Are women attendants employed? Are suitable toilet facilities provided for women, and are the entrances and exits separate from those used by men and boys? Are screens always provided when

exposing the person of patients for examination, and are such examinations made in a strictly professional manner? Is the dispensary kept clean and in order, and is the housekeeping well done? Is the neighborhood of the dispensary such that a woman or girl may visit the dispensary without being exposed to insult or annoyance?

This inquiry is still in progress, but has already brought out considerable information which has been of service to the managers and to the Board. These matters are of importance as affecting the proper management of dispensaries and it is hoped that the attention now being given to the subject will result in improvements being made in these particulars in a number of dispensaries.

Opinions of the Attorney-General.

In several instances the Board has had occasion to consult the Attorney-General of the State in reference to the application of the Dispensary Law to certain cases which were brought to its attention through reports of inspectors, complaints and similar channels. Three such opinions among others are of special importance as affecting the observance of the Dispensary Law.

First, as regards the display of signs, the Attorney-General in considering the cases in re: The Frauenthal Clinic and in re: Dr. Grant's Clinic, which were not dispensaries as defined by section 19 of the statute, being supported wholly by "the persons actually engaged in the distribution of the charities of said dispensary," took the ground that the word "clinic" as used in this connection indicated "the existence of the equivalent in purpose and effect of a dispensary" and that the display of such signs as "The Frauenthal Clinic" or "Dr. Grant's Clinic" was a violation of section 23 of the Dispensary Law, which forbids the use of such signs "except by a duly licensed dispensary."

In a similar case in re: the United States Medical Dispensary, the Attorney-General held that the display of a sign "United States Medical Dispensary" by a foreign business corporation of that name, authorized to do business in this State, was also a violation of section 23 of the Dispensary Law.

In the case in re: the Medical Service Institute, Brooklyn, a business corporation offering medical service for a nominal fee, and deriving its chief support therefrom, the Attorney-General

rendered an opinion that such an agency was a dispensary within the meaning of the statute and should make application to this Board for a license.

The effect of these opinions is to strengthen and make clear the provisions of the dispensary law restricting dispensary work and the display of signs indicating the existence of a dispensary, to such institutions only as are duly licensed by the State Board of Charities.

Work Done in the Dispensaries of the State.

The Following Table Shows the Work of the Licensed Dispensaries in this State for the Years 1904 and 1905.

NUMBER OF PERSONS TREATED.	No. of dispensaries.	1904.	No. of dispensaries.	1905.
Manhattan.....	61	860,214	60	869,866
Brooklyn.....	29	110,480	28	111,259
Bronx, Queens and Richmond.....	5	9,646	7	13,190
Total, New York City.....	95	980,340	95	994,315
Outside of New York City.....	28	28,994	28	31,573
Grand total entire State.....	123	1,009,334	123	1,025,888
NUMBER OF TREATMENTS.				
Manhattan.....	61	2,397,838	60	2,452,814
Brooklyn.....	29	289,678	28	300,448
Bronx, Queens and Richmond.....	5	29,456	7	32,944
Total New York City.....	95	2,716,972	95	2,786,206
Outside of New York City.....	28	108,677	28	108,406
Grand total entire State.....	123	2,825,649	123	2,894,612
NUMBER OF PRESCRIPTIONS.				
Manhattan.....	61	1,930,489	60	2,029,890
Brooklyn.....	29	188,017	28	195,573
Bronx, Queens and Richmond.....	5	18,402	7	20,366
Total New York City.....	95	2,136,908	95	2,245,829
Outside of New York City.....	28	49,189	28	49,584
Grand total entire State.....	123	2,186,106	123	2,295,413

Dispensaries on the Lower East Side, New York City.

A number of applications for approval of certificates of incorporation of dispensaries and for dispensary licenses came from managers of projected dispensaries on the lower East Side of New York City, the district bounded by Fourteenth street, East river, Brooklyn bridge and Broadway, which is commonly recognized as the most densely populated and poverty-ridden district of any considerable area in the State. The need for medical charities in such a district is evident and has been generously recognized by the municipality and by private benefactors in the

establishment and maintenance of a number of large and well-conducted hospitals and dispensaries—notably the Gouverneur, the Beth Israel and the German Hospitals and Dispensaries, and the New York, the Good Samaritan, and a number of dispensaries for special diseases. In the same district are found also a number of poorly managed and inadequately equipped dispensaries occupying inferior quarters, usually former dwelling-houses, whose managers are reluctant to comply fully with the rules of the Board, particularly those requiring suitable equipment and supplies and that cleanliness and order be preserved.

While the attendance at some of these dispensaries is considerable, in view of their inadequate equipment, the absence of strict cleanliness, and the standing of the medical staff, it is an open question whether such institutions are not disseminators of disease and dirt rather than remedial agencies. Certainly none of this class of dispensaries are effective agencies for social betterment and would doubtless not be entitled to a license at the present time. As they were in operation prior to the enactment of the Dispensary Law, however, it was incumbent upon the Board to issue licenses to them as provided in section 20 of that statute. These licenses should now be recalled for cause as provided by the Dispensary Law, unless a higher grade of medical service, more suitable quarters, and adequate equipment are provided, and a disposition to comply strictly with the rules of the Board is shown.

The need for dispensaries of this character is not at all clear inasmuch as the officers of the properly equipped and well managed charities first mentioned state their ability and willingness to care for all persons in this district who are in need of medical attention and actually unable to pay a physician a moderate fee for his services. The management is able and willing to enlarge the facilities for doing this work as the demands increase, but the statistics for the past year show that the attendance at the dispensaries in this district has decreased appreciably during that time. This has been due in part to a change in population in this region since 1900, owing to the encroachments of business, the opening of small parks, bridge approaches and streets, and the movement to the suburbs made possible by improvements in transit facilities. A glance at the map of this district shows, too,

that the efficiently conducted dispensaries are well distributed and that no one living here could be more than eight blocks, or less than one-half mile, distant from one of these well-managed institutions. Add to these considerations the doubtful utility and management of the poorly conducted dispensaries in the district (which are the subject of frequent complaints to this Board), and it is reasonably clear that no hardship would be entailed upon the community but rather a benefit conferred if their licenses were recalled.

Pressure for more Hospitals and Dispensaries in this District.

Although this district is already reasonably well provided with properly managed medical charities, the Board is nevertheless in receipt of numerous applications for approval of certificates of incorporation or for dispensary licenses from the managers of hospitals or dispensaries to be located here. The prime movers in these enterprises are usually physicians and the premises in which they propose to conduct the hospital or dispensary is often a dwelling house, showing hard usage, and perhaps out of repair, which has been occupied by several families for many years. Their financial resources vary usually from three or four hundred dollars in the bank and a number of promised donations, to three or four thousand dollars in cash and promises of further donations. The inadequacy of such preparation for entering upon an enterprise of this character is evident when it is remembered that not less than \$50,000 would be required to provide a suitable modern hospital property with accommodations for only ten patients and that from five to ten thousand dollars would be required each year to maintain the institution. It has been necessary, therefore, for the Board after a careful study of the district and its needs and an equally serious consideration of the questions involved in such application, to withhold its approval of those which have been received up to the present time.

The Dispensary Law.

With the multiplication of dispensaries in this State following the year 1882 certain abuses arose and in 1899, as a result of efforts on the part of the medical profession and others, covering a period of several years, the present Dispensary Law, placing the licensing and supervision of dispensaries under the State

Board of Charities, was enacted, after two unsuccessful attempts to secure similar legislation. Rules governing the management of dispensaries were adopted by this Board almost immediately, and a year later a special inspector was assigned to visit and report upon their general management, but particularly as to their observance of the rules.

The objects of this legislation were threefold: First, *to limit the number of dispensaries to the real need of the community*; second, *to confine their work to the actually poor*,—that is, to persons unable to pay a physician a moderate fee for medical services; and third, *to improve their physical condition and management*. In a word, the law was designed primarily to remove the so-called “dispensary evil,” which was commonly held to be the unrestricted multiplication of dispensaries, and the indiscriminate bestowal of medical charity alike upon the well-to-do, the self-supporting and the indigent; and as a secondary but not unimportant consideration, so far as possible, to do away with the unwholesome physical conditions and improper professional practices which in certain instances attended the management of dispensaries.

The question has recently been raised whether the Dispensary Law has not been a failure, and it seems desirable, accordingly, to inquire briefly into the present conditions as compared with those of 1899 and previously, so as to throw light on these questions, and also on the further question whether or not there are points wherein observance of the law may be extended with good results.

Conditions Before the Law was Enacted.

Considerable information as to prior conditions is found in the painstaking report of the special committee of the State Board of Charities, consisting of Commissioners Smith, Stoddard and Bergen, which appears as an appended paper in the annual report of that body for the year 1899, and in the newspapers and other current publications of the same year. These conditions were in part as follows:

1. A policy of *laissez faire* on the part of the State toward dispensaries in marked contrast to its attitude toward other charities, which resulted in the establishment of large numbers of these institutions, some of them for insufficient or improper

reasons, and in a low standard of management after they were established.

2. Dispensaries were located without regard to the needs of the community.

3. Dispensaries were opened in improper and unsuitable buildings such as tenements and drug stores, and without adequate or proper equipment.

4. Supervision of the work of dispensaries by their board of managers was lax in many instances.

5. In a number of dispensaries gynæcological examinations were made and treatments given by male physicians without a nurse or woman attendant being present.

6. The records kept in dispensaries were often unsystematic, inaccurate and incomplete.

7. There was no standard of fitness for apothecaries in dispensaries.

8. The medical service in dispensaries was sometimes inefficient and irregular.

9. Lack of care in the handling of contagious diseases and in the separation of the sexes was common.

10. There was an almost universal lack of sufficient care in the admission of applicants, and almost no investigation as to their ability to pay a physician for treatment.

Dispensary Conditions at the Present Time.

As to present conditions, the records of this Board, the annual reports of the Committee on Dispensaries, the inspector's reports and the special inquiries made during the past two years throw considerable light on the workings of the law. These show conditions at the present time to be as follows:

1. The former absence of control has been replaced by a system of supervision and inspection by the proper State department in accordance with a specific statute.

2. The location of dispensaries is now restricted to localities where need is shown. Applications for dispensary licenses have been refused since the law was enacted.

3. Suitable buildings, other than tenement houses or drug stores, adequate furniture and other equipment must now be provided, together with seats for all applicants.

4. The responsibility of the managers of dispensaries for the work done is now constantly emphasized, and they have shown increased interest and activity in their duties.

5. Under a rule of the Board the matron or a female nurse must be present at all gynæcological examinations and treatments, and the recent inquiry showed that in but 1 dispensary out of 123 are such treatments given without a woman being present.

6. As a rule, fairly complete, systematic and accurate records are now kept, although there is still some lack of uniformity.

7. By a rule of the Board apothecaries in dispensaries must now be licensed pharmacists or medical graduates. In only three cases out of 119 is this rule not followed, and in these cases simple prescriptions only are compounded in the dispensary.

8. Considerable improvement in the faithfulness and efficiency of medical service in dispensaries is noted.

9. Persons suffering from contagious diseases are now excluded from dispensaries and where such persons apply for treatment they are immediately isolated and the matter reported to the Board of Health. Another rule requires the separation of the sexes, excepting family groups, in both waiting and treatment rooms. In 94 dispensaries the sexes are so separated.

10. As a rule care is now used in the admission of applicants to the dispensaries of the State.

The rules also require that a subsequent investigation be made in the cases of persons who sign representation cards. Although this rule at present is the least well observed of any its enactment has set up a standard, and the number of dispensaries complying with it has increased steadily from year to year. The number of investigations has also increased in the same manner. It is apparent, however, that much is still to be desired in this particular.

Summary of Results.

The above statement of conditions shows that there has been a remarkable improvement in certain features of the dispensary situation as a result of the enactment of the Dispensary Law and its administration up to the present time. A condition of confusion has been replaced by one of order; dispensaries have been driven from drug stores and tenement houses and their

location restricted by law and the requirements of the State Board of Charities. Dispensary buildings are now usually suitable, clean and in good order, and their equipment adequate. The responsibility of dispensary managers has been consistently emphasized, and they are giving more time and thought to the work of management each year. Women patients are no longer examined or treated alone, but in the presence of a matron or female nurse. Instead of incomplete and inaccurate records an officer is provided to make and preserve suitable and accurate accounts of the work done and statistics are collected yearly in regard to this work. The apothecaries are no longer "drug clerks" but licensed pharmacists. Instead of frequent cases of negligent medical service such service is now as a rule prompt, faithful and thorough. Persons suffering from contagious diseases are immediately isolated and reported to the Board of Health, where they were formerly permitted to mingle with other patients. In a majority of dispensaries care is taken in the admission of applicants.

The system of regulation provided in the dispensary legislation of 1899 has also resulted in a diminution in the number of dispensaries from 136 in 1899 to 123 in 1905, and that in spite of the marked increase in population. The population of New York City alone has increased 150,000 annually in that time. The number of beneficiaries of dispensaries in the State has increased only slightly in that period (from 932,072 to 1,025,888), while the number of treatments given has grown from 2,196,723 to 2,894,612, an increase of nearly 700,000. This would seem to indicate that the number of persons receiving charity in dispensaries is not increasing in proportion to the increase in population, and that more attention is given the individual patient than formerly.

Possible Improvements.

The Board is endeavoring to secure further improvements in the management of these useful charities. A uniform system of keeping records and accounts of dispensaries should be adopted and more care in the admission of applicants and in the subsequent investigation of doubtful cases is imperatively needed. Inquiry at the office of the Charity Organization Society develops

the fact that doubtful cases are often not reported by the dispensaries until several days or even weeks after the application is made. These investigations are not always made by the society until after more pressing cases are disposed of and consequently the reports reach the dispensary too late to be of much value.

In conclusion it may be said that the facts stated above show a degree of progress that is most encouraging when the complexity and the difficulty of the situation which the law was designed to meet are duly considered. Further progress is apparently both possible and desirable, but it cannot be secured by the State Board of Charities alone. The interest and coöperation of dispensary officers, physicians and managers in this State are essential if genuine and lasting progress is to continue, as is also a more general understanding of the purpose, scope and importance of the law. It must be thoroughly appreciated by all parties concerned in this matter that the Dispensary Law is not a creation of the State Board of Charities, or of a few physicians, or of any one group of people. It is rather the expression of the serious purpose of the community as a whole to safeguard its social interests in two ways, first by restricting the bestowal of medical charity to persons unable to pay for the services of a physician, and, second, by insuring to the actually poor prompt, careful and considerate treatment.

HOMES FOR THE AGED.

Insufficient provision is made for destitute but respectable aged persons in certain parts of the State. Of the 17 homes for the aged which are in receipt of public money and therefore subject to the visitation of this Board, but 2, with a total capacity of 9 and 42 beds respectively, are located in the territory lying between New York City and Ogdensburg and east of Syracuse. One of these is for aged deaf-mutes only. In this territory, which includes more than one-half the area and a large fraction of the population of the State, are a few private homes for aged persons, none of them large. Those under Protestant management are as a rule of very small size. These Protestant homes report every bed occupied and a long waiting list of applicants for admission. The difficulties and delays at-

tending an effort to secure for a respectable aged person admission to one of these homes is well known.. While it is undesirable to multiply institutions, an enlargement of the homes for the aged under Protestant management in the region mentioned would meet a philanthropic need.

DEPENDENT CHILDREN.

Census.

The number of dependent children in the homes throughout the State which are in receipt of public money is always large, as the following table, giving the population of these institutions on September 30th, of each year from 1896 to 1905, will show:

YEAR.	Number of institutions.	Total population.	Number as compared with Sept. 30, 1896.
1896	119	27,769	.....
1897	121	28,380	611 increase
1898.	123	29,967	2,198 increase
1899	123	29,440	1,671 increase
1900	122	28,649	880 increase
1901	121	29,241	1,472 increase
1902	121	27,385	384 decrease
1903	119	27,800	31 increase
1904	119	30,170	2,401 increase
1905	119	30,247	2,478 increase

To this number must be added the children in institutions not in receipt of public moneys, which under a decision of the Court of Appeals are not subject to the supervision of this Board. These are estimated to number 3,000. Also the children in the care of boarding and placing-out agencies. The number of placed-out and boarded-out children in so far as they are reported to this Board was 10,188 on September 30, 1905.

The figures given above show that there was an increase of 77 in the number of children in institutions September 30, 1905. That this increase was not larger is due in large part to the fact that the New York Juvenile Asylum was compelled by a change in location to reduce its numbers in a single year from 1,045 to 341, and the Country Branch of the Nursery and Child's Hospital on Staten Island reduced its population preparatory to closing the branch from 203 to 12. There was also a marked decrease in

population at the New York Foundling Hospital during the year, 238. Since September 30th St. James' Home, New York City, has closed its doors.

Greater Care in Admitting and Retaining Children as Public Charges Desirable.

It is a well known fact that the work of accepting children as public charges and that of investigating cases for reacceptance annually as the rules of this Board require has not always been properly performed, owing in a large measure to the lack of a sufficient staff of examiners for this purpose. This inadequacy has been apparent for several years, and it is a matter of regret that no recent commissioner of charities has been able to secure from the Board of Estimate an appropriation to meet this deficiency, which is costing the city thousands of dollars annually. This Board has from time to time called the attention of the Department to this condition, which, should it continue indefinitely, would be productive of most undesirable social and financial results.

Essentials of Care for Children in Institutions.

These considerations are of importance from both a financial and social point of view. They are not, however, so controlling at the present time as the question of how to secure suitable care for children resident in the 120 homes in this State. It is the duty of the State to see that these children are well cared for and that they have a chance to become fitted not merely for self-support, but for competition on equal terms with other children. This means that the children in an institution shall be given decent living rooms or dormitories with separate beds; that they shall have clean and suitable clothing for all seasons; that nourishing food shall be provided and served attractively at a clean table in a pleasant dining room where the children may have individual chairs to sit on and ample time for eating; that the children shall have the use of outdoor playgrounds and indoor playrooms and gymnasias suitably equipped; that they shall have pleasant, well-lighted schoolrooms, modern text-books and qualified teachers; that the medical service shall be prompt and efficient; that protection shall be afforded against contagious disease and fire as the law provides; and above all that they may have the friendly

interest and care of some sensible person or persons who will stand *in loco parentis* and furnish that affection, advice, control and help which the child receives in the average home.

The Board is endeavoring to hold before every home for children in the State this standard of care, which implies sufficient means to secure a well-arranged plant, an adequate staff made up of competent persons and suitable equipment and supplies. If the resources of an institution do not permit of attaining this standard, measures looking to an increased support from the charitable public or elsewhere, or a reduction in the extent of the work should be taken. While in some counties the per capita allowance made by the supervisors for children who are public charges is perhaps sufficient to provide suitable care, the usual allowance of \$1.75 or \$2.00 per week is too small to insure this.

In its details the standard of care above outlined suggests also a small institution or small units in a larger asylum, where conditions approaching to some extent those of the family group are possible. While a degree of grouping is feasible in buildings constructed on the congregate plan, which has been adopted by a majority of institutions in this State, the additional advantage of cottage buildings with grounds about them for the use of the "family" have made the so-called cottage system that generally accepted as most suitable for modern asylums. The prevailing belief in the desirability of cottage groups for children's institutions has found concrete expression in the new plant of the New York Juvenile Asylum at Chauncey in Westchester county, and in the plans for new buildings at the Mission of the Immaculate Virgin, Mount Loretto, Staten Island, which represent a marked advance over the usual type of children's institutions.

The Present Needs of These Homes.

To attain and preserve the standard of care which the public and the interests of the State demand at this time will necessitate a development and strengthening of these homes in several important directions. Their needs as shown by the inspections which have been made during the year may be summarized as follows:

1. Greater coöperation with the public and private agencies for the relief of the poor in their homes and for placing children in families, with a view to keeping the family intact where possible

before the child is committed, and to finding family homes for children now in institutions who are without parents or relatives having claims upon them.

2. The removal of institutions now located on contracted sites in cities and towns to the country, where more extensive and suitable grounds and buildings may be secured and the children may be given a broader and more wholesome training.

3. The restriction of the work of each institution to one class of beneficiaries, whether infants, destitute children or delinquent children. The arrangement sometimes found of having a reformatory or lodging house for adults, or even a reformatory for children as an integral part of a home for destitute children is not to be commended.

4. The educational work, the records and accounts, the sanitation and hygiene, the dietary and the physical well-being of the children in the institution should be given more attention by the officers and managers and scientific tests applied to the work of each of these departments of the institution. This applies also in whole or in part to other classes of institutions.

Educational Work in Homes for Children in this State.

The most interesting and important matter affecting the 30,000 children in the care of privately managed institutions at the present time, and one of the serious educational problems of the State, is the question of how to provide adequately and effectively for the mental, manual and moral training of the children in the orphan asylums of the State.

The Constitution clearly stipulates that "the Legislature shall provide for the maintenance and support of a system of free common schools wherein all the children of this State may be educated," Article IX, § 1. This provision has been given effect by the Consolidated School Law, chapter 556, Laws of 1894, with amendments, and by the so-called Unification Act of March 8, 1904, whereby the common schools, union free schools, grammar schools, high schools, and academies, normal schools, colleges and universities in the State are organized into a single effective system directed and controlled by the Commissioner of Education under the Board of Regents.

A Defect in the State's Educational System.

It is generally assumed that the advantages of this efficient system of free education are at the service of every child in every community in the State,—a belief which is a source of genuine pride to its citizens,—and this assumed condition is commonly regarded as the essential feature of the entire system.

But in reality this condition does not exist. The obvious purpose of the Constitution has not been fully realized. Although the children in the orphan asylums in this State greatly outnumber those attending school in the city of Rochester or in Syracuse, or in the cities of Albany, Troy and Utica combined, they have been left out of consideration hitherto in the State's educational plans. This notwithstanding the universally accepted fact that this class of children, by reason of the circumstances attendant on poverty, is in greater need of a high grade of training than is the average child in the public schools. The anomaly is accordingly presented that this great mass of children is not directly benefited by the educational system of the State.

Results of the Failure to Provide Educational Supervision.

A preliminary inquiry into the educational work of the orphan asylums in this State has recently been made. While this inquiry brought out many commendable features, it also revealed great opportunities for betterment. Manual and agricultural training are little developed, practically one-half of the teachers, 243 out of 492, are unsalaried, receiving no cash wages whatever; only 98 of these teachers are graduates of a high school, normal school, college or university, and but 132 had certificates or licenses of any kind. It appears, therefore, that more than one-half the teachers in these asylum schools are without certificates or diplomas, and are accordingly not "qualified teachers" as defined in the Consolidated School Law. It was shown further that the number of pupils per teacher in these schools is excessive, averaging 51 as against 36 in the public schools, and that the amount of work required in different schools of the same grade varies widely, and is not as a whole equivalent to that of the public schools.

How Can this Defect be Remedied?

The remedy for these conditions which vitally affect the amount of pauperism in the State, is apparent. To the children in these asylum schools should be extended the benefits of the State's supervision and aid. This would be of great advantage to these schools and to the State, for if the work were done with care and intelligence it would result in the adoption of uniform standards for the same grades of work, and the appointment of more and better qualified teachers hereafter. It would aid the teachers employed at present to become better qualified through systematic courses of study, and would bring about that strengthening of the school work which comes from reasonable and helpful criticism.

The laws of the State contemplate the discharge of this supervisory function by the State Board of Charities. Responsibility for the supervision of all departments of the charitable institutions of the State is specifically placed upon this Board by the Constitution and the State Charities Law, and particular mention is made in the statute of the duty to inspect each such institution as to "its methods of industrial, educational and moral training, if any, and whether the same are best adapted to the needs of its inmates," and also to "aid in securing the establishment and maintenance of such industrial, educational and moral training in institutions having the care of children as is best suited to the needs of the inmates." State Charities Law, article I, §§ 9 and 11. The Board is unable to discharge this obligation satisfactorily, having no means with which to employ a qualified inspector, although request has been made to the Legislature annually for an appropriation for this purpose. This reasonable request to the Legislature for an appropriation to pay the salary and traveling expenses of a qualified inspector is renewed this year.

INFANT ASYLUMS AND HOSPITALS.

During the year, as a result of the information secured during an inquiry made by a special committee of the Board into the matter of the care afforded infants in the leading institutions of this character in the boroughs of Manhattan and the Bronx, this class of institutions has been removed from the list of

children's homes and given a separate classification under the title "Infant Asylums and Hospitals." These institutions are conducted for a distinct class of beneficiaries, namely infants and young children, who require facilities for and methods of care of a radically different character from other children's institutions. Accordingly a separate form of inspection designed to bring out facts bearing upon the suitability of the facilities and methods of work in these asylums has been adopted. This form covers in a measure such matters as the kinds of children received, whether orphan, abandoned or with mothers; the periods of retention in the asylum; the facilities for the care of each class of infants received, the methods of care in the institution and in boarding homes, and the results thereby secured; the food and diet, the death rate, and like matters. The results of this inquiry, it is hoped, will prove of more than ordinary interest and value, and serve as a basis for securing the best possible care for these young children. The present high death rate in some of these asylums should have careful attention.

JUVENILE COURTS AND THE PROBATION SYSTEM.

These features of reformatory effort of to-day, which have been characterized as "the most notable development in judicial principles and methods in the United States within the last five years" go hand in hand, although the Juvenile Court as its name implies has to do with delinquent children, while probationary methods have been successfully applied in cases both of adult and child offenders. In the State of New York the benefits of this practice were extended to adults first by the provisions of chapter 372, Laws of 1901, and afterward in 1903 to children.

In the meantime children's courts had been established by special laws in Buffalo in 1900, in New York City in 1902, and in Brooklyn in 1903, and in the courts of several cities, among them the Police Court of Albany, presided over by Judge Brady, separate sessions in cases involving the trial of children had been held for a number of years under the authority found in chapter 217, Laws of 1892, article 10, section 291 of the Penal Code. By special act, chapter 378, Laws of 1903, the children's court in Albany was continued and made a division of the

court of special sessions, to be presided over by the city recorder. By amendments to the Penal Code and the State Charities Law in the same year, chapter 331, Laws of 1903, it was provided that all courts shall hold separate sessions in cases of trial or commitment of children, such sessions to be held where possible in a separate court room, to be known as "the children's court."

The Probation System.

In 1903 the probation system which had heretofore been limited to adult offenders was extended to children under 16 years of age and made applicable to all parts of the State, not merely to cities. Provision was also made for the appointment of probation officers from the staff of a humane or charitable society or association, and that children under 16 should be placed in the care of probation officers of the same religious faith as the child's parents. Salaries were made available for female probation officers in New York City in 1904. The law was further extended by the provisions of chapter 656, Laws of 1905, authorizing the board of estimate of New York City and the corresponding board in any other city to determine in its discretion "whether probation officers, not detailed from other branches of the public service, shall receive a salary, and if they so determine they may fix the amount thereof and provide for its payment."

During the session of 1905 the Legislature amended the Code of Criminal Procedure, section 11-a, by the addition of section 483, authorizing a court of competent jurisdiction in cases where conviction had been reached and mitigating circumstances shown, to suspend sentence and place on probation the person so convicted, such probation to be revoked and terminated at any time during the term thereof at the discretion of the court. Chapter 655 of the Laws of 1905 made a similar change in the Penal Code, section 291, subdivision 9, providing for the probation of children in lieu of commitment to an institution and for terminating such probation within a period of one year after giving the child an opportunity to be heard.

Probation Commission.

The most important act of the Legislature of 1905 having reference to probation, however, was the provision made for the

appointment by the Governor of a special commission to inquire into the present extent and methods of probation work in this State and to submit a report of its findings to the Legislature of 1906. This commission has been at work for several months and is expected to submit its report at the present session of the Legislature.

Present Status of Probation Work in This State.

Briefly stated, the following are the more important facts in reference to probation work in this State at the present time:

The courts of competent jurisdiction in all parts of the State have been authorized at their discretion to make use of probation in cases both of adults and children where mitigating circumstances are found, the latter to be placed in the care of officers of the same religious faith as the child's parents.

The appointment of probation officers by justices of courts having original jurisdiction in criminal actions is made obligatory but the method of selection is made optional with each justice who may appoint such officers either from the staff of a humane or charitable society, or from the police force, or from the ranks of private citizens, male or female, and salaries may be paid to persons engaged in this work when not detailed from other branches of the public service, provided the board of estimate and apportionment or the proper corresponding body so determines.

Statutory provision is made for the keeping of records in the respective courts in reference to persons placed on probation and for furnishing to the Secretary of State full statistical information in regard to this work.

Some form of probation is in actual use in the children's court and in the criminal court of the city of New York, where the probation officers are members of the staffs of humane or charitable societies, police officers temporarily assigned to this work, or salaried women giving their entire time. In the court of the police justice of the city of Buffalo the probation officers are either on the staffs of humane or charitable societies or are philanthropic citizens. In the children's division of the police courts in the cities of Rochester, Syracuse, Albany, Troy, Schenectady and Yonkers the officers of humane or charitable societies in most instances act as probation officers without additional salary.

It is evident from the foregoing that sufficient legislative authority has been given for the extension of the so-called probation system to every court of competent jurisdiction in the State, and for the employment of suitable probation officers either with or without salaries. The principle is actually applied, however, only in a few of the larger cities of the State and where in use, no uniformity of practice is found either in the methods of selecting probation officers, the kind of persons selected, the amount of compensation given, the length of probationary terms, or in the methods of work adopted. There is also no provision for the supervision, coördination or regulation of their work by any State department or judicial body, which fact helps to explain some of the divergencies which are found in practice.

Status of the Children's Court Movement in New York.

Conditions regarding the children's or juvenile courts in this State are in some respects similar to those found in the adoption of probationary methods. The duty of providing such separate facilities for the hearing of cases involving the trial or commitment of children in every court of competent jurisdiction in the State is definitely laid down in the statute. In actual practice, however, only a minority of the cities in the State have made provisions for such separate trials, and fewer still have provided separate court rooms, notably New York City, Manhattan and Brooklyn Boroughs, Buffalo and Rochester. The principle of having a separate time for holding sessions of the court for the trial of children's causes, however, has been adopted in more communities than has the probation idea as applied to children. As in the case of probation work the practice in matters of organization, place and time of holding sessions, character of court rooms, places of detention and methods of work varies widely, and lacks system, unity and coördination.

Commission of Inquiry.

It would be desirable for the sake of securing to the State the greatest benefit to be derived from this useful practice, that the present Legislature provide for a commission, similar to that now considering the probation question, to inquire into the organization and work of children's courts in this State and to report

its findings to the Legislature. Such an inquiry should bring out specifically the following points for the information of the public and as a basis for further legislation if needed.

1. A comparison of the statutes authorizing such courts in this and other states.

2. The extent to which the provisions of present statutes in reference to such courts are observed in this State.

3. The different forms of organization of such courts, and the personnel of the bench and staff.

4. The extent to which provision is made for separate court rooms, separate sessions of the court and suitable places of detention, both when awaiting trial and after commitment.

5. The character of the court rooms and the proceedings and to what extent they partake of the nature of the police court.

6. The extent to which the work of the court is supplemented and strengthened by suitable statutes enforcing the responsibility of parents, compulsory school attendance, the prevention of the use of child labor and probationary methods.

7. The extent to which probation officers are used in these courts, the method of selection, personnel of staff and results secured.

8. The defects of the present practices in the State with relation to these courts.

9. The necessity for providing competent supervision for the work of these courts by a department of the State government or a judicial body.

PRIVATE HOSPITALS IN RECEIPT OF PUBLIC MONEY.

A significant feature of the development of the charities of the State is the comparatively rapid growth of the hospital idea which has found expression in the large number of general hospitals which have been established during the last five years, many of them in relatively small cities or towns. Most of the communities in the State having a population of 10,000 or more are now provided with one or more general hospitals. Since 1895, 40 general hospitals have been incorporated. There are at the present time 142 such hospitals in the State in receipt of public funds and, therefore, subject to the supervision of the State

Board of Charities, in addition to an appreciable number of purely private hospitals which are not within the jurisdiction of this Board.

Increased Efficiency.

An extensive development in plant, equipment, resources and efficiency, in response to the increased demand on the part of the public for more and better hospital service has accompanied the marked increase in the number of such charities. In several instances new buildings or additions have been constructed, equipment has been modernized, or an ambulance service established. Greater protection against fire has been afforded in a number of instances during the past year by the construction of outside iron stairway escapes as provided by chapter 381, Laws of 1895. The standard of hospital management has been raised constantly during the past decade.

Increased Cost of Equipment and Maintenance Resulting in Financial Embarrassment.

These advances in hospital science, equipment and efficiency of management have necessitated a corresponding increase in the cost of conducting these institutions. In almost every instance the managers have been obliged to take measures with a view to increasing the hospital's revenue in order to provide for the increased cost of conducting the institution, and in many cases some embarrassment has been caused by deficits of a considerable magnitude.

The Hospital Situation in New York City.

This embarrassment has been most acute and widely felt in the hospitals of New York City, several of which faced deficits, some of them very large, at the end of the year 1904. The critical situation thus developed attracted considerable attention and caused much discussion, with the result of focusing public thought upon the entire hospital situation in that city. This inquiry and discussion developed the following facts:

1. That there has been a marked increase during the last decade in the cost of building and maintaining hospitals.
2. That the deficits of certain hospitals were so marked as to demand prompt and well-considered action.

3. That the per diem cost to the hospital of maintaining patients committed to the city is from \$1.40 to \$1.60 or about double the per diem rate paid by the city for such care—\$.60 for medical, \$.80 for surgical cases; and \$.38 for children.

4. That wide differences exist in the relative cost of plants, expenses of operation, business methods, financial management, sources of revenue, and methods of accounting.

5. That there is little or no coöperation among the private hospitals of the city, or between the private and municipal hospitals, with a view to meeting the needs of the community in the most efficient and economical manner and securing larger support from the public.

6. That marked economies in the management of these charities, particularly in the purchase of supplies, fuel and light, is possible and desirable.

7. That as a rule insufficient attention is paid to the matter of securing payment in whole or in part from patients in both private and municipal hospitals.

8. That the ambulance service in the city is not well adjusted or coördinated. That certain districts are insufficiently provided with ambulance service while in others, the number of ambulances increases the competition for patients.

9. That a thorough investigation of the subject by the State Board of Charities, the Commissioner of Public Charities, or a special Commission appointed by the Mayor for that purpose is desirable.

Multiplication of Small Hospitals.

The great demand for hospital service above noted and the desire of certain physicians not connected with existing hospitals to secure such a connection has led to the establishment of a large number of small hospitals usually in the larger cities of the State without adequate resources. Former dwelling houses are utilized for the purpose after more or less alteration and renovation. The result is a makeshift which can not meet the needs of the community adequately. In view of the large resources necessary to provide and maintain a hospital the Board exercises the greatest care in considering applications for approval of certificates of in-

corporation for this class of charities. However, as it is not necessary for the managers to incorporate in order to open such a hospital, there is no effective check upon the establishment of these undesirable institutions.

Appropriations in Lump Sums to Hospitals.

During the past two years there has been manifested a tendency on the part of hospitals located in some of the smaller cities and towns to secure by special act of the Legislature an appropriation from the public treasury of a gross sum per annum for the work of the hospital. These acts are of doubtful constitutionality, and of still more doubtful public policy. They are in effect an entering wedge for a return to the old system of subsidies given without reference to the value of the service rendered. The effect of such payments of gross sums is to nullify the provision of the Constitution that "no such payments shall be made for any inmate of such institutions, who is not received and retained therein pursuant to rules established by the State Board of Charities." The rules of this Board provide that the proper poor law officer shall accept each public charge in writing after due inquiry as to his circumstances. It has not been found practicable to enforce the rules of the Board when payment is made to charitable institutions in gross amounts.

FIRE PROTECTION.

Special attention has been given again for protection for the residents of institutions against fire and its attendant dangers, with the following gratifying results, which are to be credited both to the managers and the local fire officials, who took action on the request of this Board.

- Escapes erected or improved in 46 institutions;
- Alarm connection installed in 7 institutions;
- Standpipes installed in 9 institutions;
- Extinguishers provided in 55 institutions;
- Fire drills organized in 20 institutions;
- Night watch employed in 13 institutions;
- Stoves and gas jets protected in 37 institutions;
- Additional apparatus provided in 6 institutions.

The general laws governing this matter are somewhat imperfect, particularly in the case of hospitals, and noticeably inadequate as not affecting homes for children, a class of institutions in great need of adequate legal safeguards. The experience of the Board in securing action on this matter particularly in hospitals shows the value of even an imperfect statute as a support to the representations of this body.

THE INCREASED WORK OF SUPERVISION OF PRIVATE CHARITABLE INSTITUTIONS AND SOCIETIES IN RECEIPT OF PUBLIC MONEY.

The increasing demands which the work of exercising supervision over the private institutions in this State makes upon the Board are embarrassing in view of the increase in the number and size of such institutions and the higher standards of management demanded by the public each year. This makes necessary a constant broadening of the scope and an increased thoroughness and specialization of the work of inspection. The number of inspections has more than doubled in the past two years and the scope of such inquiries has been correspondingly broadened, although there has been no increase in the staff of the department. The usefulness of the department is also limited by the lack of qualified special inspectors. With the many improvements made in the plant and general administration of these institutions during recent years, major defects in the general administration have for the most part been corrected, and the greatest present need of these institutions is for more scientific management in the matters of dietary, sanitation, records, accounts and educational work. The department is in immediate need of a qualified inspector of educational work and when deemed advisable by the Legislature, it will be very desirable to have a competent dietitian to visit the private institutions of the State to aid them in strengthening their work. A clerk or statistician is needed in the central office at the present time to tabulate the data secured in reports of inspection, so that they may be placed at the service of the Legislature, the public and the Board.

**SIXTH NEW YORK STATE CONFERENCE OF CHARITIES AND
CORRECTION.**

The Sixth New York State Conference of Charities and Correction met in New York City November 14 to 16, 1905, and was an interesting and useful gathering. The presiding officer, elected according to custom at the preceding meeting, was Mr. Nathan Bijur, of New York City, and the chairman of the local committee which made the delegates welcome was Hon. Joseph H. Choate.

All of the sessions of the conference were well attended, more than 400 delegates being present, while as usual many who were present neglected to register their names with the secretary.

The subjects considered at the conference were: "The Care and Relief of Needy Families in Their Homes;" "The Sick and Mentally Defective;" "Social Betterment;" "Treatment of the Criminal;" "Dependent, Neglected and Delinquent Children;" and "The Enforcement of Law and Elimination of Politics in Charitable Work." Papers were presented and various phases of these general subjects discussed by some of the best qualified workers in the field of charities and correction in this State. Their contributions will be preserved in the volume of proceedings published by the conference. This valuable addition to the literature of philanthropy in this State can be had upon application to the secretary.

The Seventh Conference is to hold its sessions in Rochester on November 13 to 15, 1906, with Dr. William Mabon, President of the State Commission in Lunacy, as President. The other principal officers and chairmen of committees are the following: Vice-Presidents, Right Rev. Thomas F. Hickey, Rochester; Adolph Lewisohn, New York City; Ansley Wilcox, Buffalo. Secretary, William B. Buck, Albany. Assistant Secretaries, Arthur W. Towne, Syracuse; Walter E. Kruesi, New York City; Mrs. Charles H. Israels, New York City. Treasurer, Frank Tucker, New York City. Committee on the Care of the Poor in their Homes, William H. Allen, New York, Chairman; Committee on the Sick, Rev. D. J. McMahon, New York, Chairman; Committee on Children, Hon. Homer Folks, New York, Chairman; Committee on Public Institutions, George E. Dunham,

Utica, Chairman; Committee on Standard of Living, Frank Tucker, New York, Chairman; Committee on the Defective, William L. Russell, Poughkeepsie, Chairman; Committee on the Criminal, Col. Joseph F. Scott, Elmira, Chairman.

THE THIRTY-FIFTH ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR.

The Thirty-fifth Annual Convention of the County Superintendents of the Poor of the State of New York was held at Lake Placid, June 20, 21 and 22, 1905. The president of the convention was Superintendent John J. Kirkpatrick, of Suffolk county. A large number of representatives was present from the several counties of the State. The convention brought together members of the boards of supervisors and other officials directly connected with the administration of public charity, representatives of many charitable societies under private control, as well as other men and women interested in work in behalf of the dependent poor.

These annual conferences have a direct and beneficial influence upon the administration of the almshouses of the several counties. The supervisors present note the practical results. They listen with interest to the conferences upon questions which affect administration and hear the need of liberal appropriations for improvements discussed. The interchange of thought and experience as well as the papers and discussions will no doubt be reflected at the annual meetings of boards responsible for the appropriations for the maintenance and improvement of the almshouses.

The following are the titles of the papers read: "The Training of Wayward Girls;" "Practical Aid to Deserted Families;" "State, Alien and Nonresident Poor;" "The Proper Care of Consumptive Poor;" "Some Hindrances in Placing-out Work;" "The Rights of Parents;" "Constructive Philanthropy;" and "Immigration as it affects our Public and Private Charities."

Besides these formal papers, there were a number of reports from the representatives of the Children's Aid Society, the Catholic Home Bureau, and other similar organizations engaged in charitable work.

Organization for 1905-1906.

President, John J. Kirkpatrick, Suffolk county; First Vice-President, Ralph S. Wisner, Ontario county; Second Vice-President, E. B. Nichols, Jefferson county; Secretary and Treasurer, J. W. Ives, Wyoming county.

Committee on Organization—D. W. Hitchcock, Poughkeepsie; Jonathan Baker, Suffolk; A. J. Trimble, Cayuga; O. R. Westover, Schenectady; R. C. Quinn, Chenango.

Committee on Legislation—E. B. Long, Westchester; Ralph S. Wisner, Ontario; A. C. Sutherland, Orange; William C. Acker, Steuben; D. C. B. Brooks, Tioga.

Committee on Resolutions—C. E. Weisz, New York City; A. C. Smith, Oneida; Jasper Smith, Broome; P. Redmond, Watertown, N. Y.; J. H. Mallory, Chemung.

Committee on Time and Place—A. D. Smith, Essex; J. W. Brown, Otsego; C. E. Dodge, Chautauqua; W. H. Townsend, Yates; William J. Wallis, Albany, N. Y.

Committee on Topics—Miss E. W. Guy, New York City; Cyrus C. Lathrop, Albany, N. Y.; L. L. Long, Erie; Smith Rice, Onondaga.

The next convention will be held at the Kent Hotel, Lakewood, Chautauqua county, N. Y., June 28, 29 and 30, 1906.

THE THIRTY-SECOND NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.

The Thirty-second National Conference of Charities and Correction met in Portland, Oregon, July 15 to 21, 1905. The president of the Conference, who was elected in 1904, at the session of the Conference held at Portland, Maine, was Rev. Samuel G. Smith, D.D., of St. Paul.

Owing to the great distance of the place of meeting from New York, making necessary a large expenditure of time and money to attend the sessions of the Conference, the Board did not send a delegate to Portland, but Superintendent Frank Kunzmann of the Board's Eastern Inspection District Office, who was traveling in the West, attended some of the sessions.

Those who are familiar with the history of the Conference are aware that it was established by public officials entrusted with the supervision or the care of the dependent and delinquent classes,

in order to provide for the discussion of various phases of the practical problems arising in such work. Of late years the Conference has been drifting away from this purpose and has become a forum for the discussion of all kinds of social work and theories. These discussions are valuable, but it is a question whether public officials having to do with the actually dependent derive the benefit they should from spending a week, and often much more, away from their duties in attendance at a Conference of this nature. In the opinion of many such workers the National Conference should be made of more practical benefit to these public officials.

The Conference voted to meet in Philadelphia in 1906, and elected Mr. Edward T. Devine, the General Secretary of the Charity Organization Society of the city of New York its President.

NATIONAL CONFERENCE ON IMMIGRATION.

A National Conference on Immigration was held in the city of New York, December 6, 7 and 8, 1905, under the auspices of the National Civic Federation. Delegates were in attendance from all sections of the United States, and the discussions upon the problems involved in the immigration question reflected fairly the sentiment of the people of the country. New York State was fully represented, by delegates appointed by the Governor (one of whom was Commissioner Rosendale, representing this Board), representatives of official bodies, and others familiar with and deeply interested in immigration. The President of this Board, the Secretary and the Superintendent of State and Alien Poor attended the sessions. The Conference before closing adopted nine resolutions and requested Congress to amend the Immigration Laws in conformity thereto. Three of the nine were prepared and offered by the representatives of this Board, and embodied, in part, the recommendations of the Committee on State and Alien Poor in its annual report for the fiscal year ending September 30, 1904.

THE STATE CHARITIES AID ASSOCIATION.

In compliance with chapter 546 of the Laws of 1896, the State Charities Aid Association—a voluntary association among whose objects are the visitation and improvement of charitable institutions maintained by the State, or by counties, cities or towns,

The State Charities Aid Association.

and the placing of destitute children in families—has submitted to the Board its thirty-third annual report, covering its work for the year ending September 30, 1905. The year's work is summarized in the report as follows:

1. The Association's local committees have visited and maintained a supervision over the almshouses and public hospitals in 47 of the 58 counties of the State, which have such institutions, including the frequent inspection of all the numerous institutions in the Departments of Public Charities and of Bellevue and Allied Hospitals in New York City.

2. Nine State Charitable Institutions have been visited by the Association's 25 local visitors to these institutions, and the thirteen State Hospitals for the Insane, by its 50 local visitors to State Hospitals. From the central office two State Charitable Institutions and five State Hospitals have been visited.

3. Several County Committees have appeared before County Boards of Supervisors, and the committee in New York City has appeared before the Board of Estimate and Apportionment to state the needs of, and to urge proper appropriations for, public charitable institutions.

4. All proposed legislation relating to charities has been carefully examined, and the Association has taken an active part, in coöperation with other associations, institutions, and individuals in endeavoring to influence legislation which affected the welfare of the poor.

5. The Association had under the oversight of its various branches and committees on October 1, 1905, 1,220 children who had been placed in families, or were with their mothers in situations. If these children were collected in one institution, the expenditure for site and buildings would certainly be at least \$500,000 and the annual expenditure for maintenance not less than \$100,000. Under the present plan there has been no expense for land or buildings, and only a few thousand dollars per year for placing-out and subsequent supervision. The superior advantages of family life for these younger children are not less marked, and are far more important to the community than the incidental economy of the plan. The work for children has been carried on by the following committees and branches:

The State Charities Aid Association.

a: The Placing-out Committee has found permanent free homes in carefully selected families for 100 destitute children, nearly all of whom were public charges, and has exercised a careful supervision over these children and over those placed-out in preceding years. The total number placed in families by the committee from August, 1898, to September 30, 1905, is 530.

b: Through County Committees, supplemented by the Placing-out Agency, the Association has maintained a friendly visitation over some of the dependent children placed in families by public officials in Allegany and Nassau counties.

c: The Committee on Providing Situations in the Country for Destitute Mothers with Infants secured 590 situations for homeless women with their babies during the year, and had 857 mothers with babies under its care.

d: The Newburgh Agency for Dependent Children, maintained by the Association's committee in the city of Newburgh, visited and maintained an effective oversight over 59 destitute children from that city, placed in families either by the agency, or, before its establishment, by the Almshouse Commissioners, and investigated 27 applications for the admission of children to the Newburgh City Children's Home.

e: The Columbia County Agency for Dependent Children assists the Superintendent of the Poor of Columbia county in the investigation of the circumstances of children who are, or sought to be made, a charge on the county. As a result of the work of this agency the number of children maintained by the county in private institutions has been reduced from 98 at the beginning of the year 1901, to 50 on September 30, 1905.

f: An agency for dependent children was established April 1st in Rockland county to assist the Superintendent of the Poor in caring for children who are wards of the county. As a result of the work of this agency the number of children maintained by the county has been reduced in six months from 75 to 51. Twenty-two children have been returned to parents and relatives. Four have been placed in free family homes. Three have become self-supporting, and two have been transferred to State Institutions for defectives.

The State Charities Aid Association.

g: The Joint Committee—State Charities Aid Association and New York Association for Improving the Condition of the Poor—on the Care of Motherless Infants, works in coöperation with the Department of Public Charities of New York City, and had under its care during the year ending September 30, 1905, 327 motherless babies received from the Department of Public Charities.

Abstracts of some of the reports of the Association's County Committees are herewith submitted:

Erie County.

The committee sends the following report:

"The work of the Erie County Committee during the past year has not followed any special new line. The members have tried to keep in touch with the institution by frequent inspection. The general care of the inmates has been good and the officials in charge seem kindly and efficient.

"The only new building is the Nurses' Home, completed and occupied early in September. The committee regrets exceedingly that after the long delay in finishing this building it should be found to be so inadequate for the needs of the nurses. The sleeping accommodations are exceedingly poor, two nurses occupying a room hardly large enough for one person, and containing one small closet and one bureau. A very large amount of space has been given to halls, etc., which are of no value to any one. The cost of the building (nearly \$70,000) should have provided all necessary comforts for the 46 nurses. A great deal of public criticism has been made in the daily press regarding this building which has materially helped in deferring the renovation of the building lately occupied by the nurses into a maternity ward. The plans presented call for a cost of \$22,000, and were declared by some of the members of the medical staff to be quite unfitted for the purposes of a babies' ward. At their suggestion the question of boarding out dependent babies in homes was discussed and the question is still under consideration by the board of supervisors. The Superintendent of the Poor has long been strongly in favor of this plan. The committee was very fortunate in having Miss Mary Vida Clark present at the meeting held with the supervisors, and we hope very much that the matter may be favorably reported."

The State Charities Aid Association.

Livingston County.

The almshouse in this county continues to be one of the poorest in the State, notwithstanding the many recent improvements. The following statement has been submitted by the members of the Committee:

"Your committee recognizes improvement in certain particulars in the conduct of the Livingston County Home. We are glad for the new and excellent quarters now nearly ready for the inmates.

"We submit, however, to your Board that several matters still call loudly for correction. In the quarters for the women particularly, the rooms are untidy. The beds are unsanitary, in some cases infested with vermin. There appears lack of efficiency in general management. There is lack of reasonable attention to the sick and feeble. No nurse is employed. No one remains at night in the ward to look after the sick and the dying. The food,—we do not now criticize its quality or its preparation,—does lack variety and fitness for the needs of the weak and the aged. Fresh vegetables in their season may well displace the ordinary, boiled cabbage more frequently."

The trouble seems to be due to the failure to adopt a high standard and to require that the institution be kept up to this standard. The citizens of the county should insist upon having in the office of Superintendent of the Poor a man of enlightened views who will adopt modern methods in caring for the unfortunate wards of the county.

Oneida County.

The two urgent and long-standing needs of the Oneida county almshouse are a hospital for the sick and a steam laundry. It is gratifying to learn that a laundry is at last in process of erection, and it is to be hoped that another year will see a hospital provided, as this is the only large almshouse in the State which lacks such a building. During the past year the woodwork in the basement of the inmates' building and the administration building throughout has been repainted and varnished, and the boilers have been rebricked. Improvements are needed in connection with the protection of the institution from fire, and the plumbing system. The closets are not sanitary. The fire pro-

The State Charities Aid Association.

tection is very inadequate and the fire escapes are actually dangerous. The hose, of which the institution has about 300 feet, is so poor as to be almost useless. It is reported that there are no cases of pulmonary tuberculosis. This seems remarkable for a population of between 250 and 300. The question is suggested whether every case is properly diagnosed.

The following report has been received from our visitor to the Utica General Hospital.

"A year ago last March the City Hospital for the city poor was enlarged and changed to the General Hospital, allowing paying patients as well. I was informed, however, that they are restricted to contagious diseases and emergency cases.

"Since my last report the main building has been enlarged by adding a third story to the rear wing. This was finished last July and adds a large ward for men, eight rooms for nurses, allows the enlargement of the children's ward, and adds two bathrooms and two sunbridges. Piazzas enclosed in glass have been added on the south side, and two open piazzas on the north side of the building on the second and third floors for the use of the patients. This building will accommodate, without crowding, 50 patients. In the rear a little distance away two new brick buildings have been erected and were furnished last summer. The nearer one as the boiler and laundry house. Farther off is the pavilion designed for the care of contagious diseases. It is divided by a brick wall into two wards, each holding fifteen beds. Above the central part is the nurses' dormitory, bathroom and laundry. Their clothing is sterilized in the laundry before being sent to the main laundry. At the south side of this building is a sunroom for convalescents.

"The patients are under the care of the house physician and a medical staff consisting of our best physicians, and has a training school connected therewith. There are fourteen nurses under Miss Anna O'Neil.

"There is a fine surgery so that surgical cases can be cared for, as it is well supplied with everything necessary to success, also an X-ray room for treatment of patients.

"With the elevator and the dumb waiter there is no need to require any of the patients to go to the dining room; they are served in their wards and rooms.

The State Charities Aid Association.

"Over 500 patients were treated in the hospital during the past year. At the time I last visited the hospital there were 45 in the main building and six in the pavilion."

Rensselaer County.

The almshouse has at last been provided with a steam-power laundry, which has long been one of the urgent needs of this institution. The special need at present is a separate hospital for communicable diseases, including provision for pulmonary tuberculosis. The committee is making an effort to interest the public officials in providing suitable accommodations for this class and it is certainly to be hoped that their efforts will be successful. This almshouse has about the same census as that of Onondaga county, located near Syracuse, where there is not only an excellent hospital for the sick but a special pavilion for tubercular cases. The authorities of Rensselaer county might get some valuable hints by visiting the Syracuse institution.

Rockland County.

It is gratifying to learn that the county is providing a hospital in connection with the almshouse. This has long been the most urgent need. It is to be hoped that the building will be a good one, well equipped for the care of the sick who are now cared for in their own rooms, and that a competent nurse will be employed to care for them. The nurse should have a man assistant to help her in the care of the sick men. Other needs are water-tanks for the storage of water, fire escapes, and a larger supply of chairs. During the past year the main building has been renovated and the upper story of the women's building. When plumbing is being done in the new hospital it would be well to arrange for the introduction of spray baths in the main building. At present there is only one bathtub for the men, who generally number more than 50. It is to be hoped that the new hospital will make some provision for the care of cases of pulmonary tuberculosis who are now so unsuitably cared for as to endanger the health of the other inmates. During the past year four children have been received and retained at the almshouse for a period of from a few days to several months. It is contrary to

The State Charities Aid Association.

law that children between the ages of two and sixteen should be received at all at such institutions, and as the county cares for many of these children in boarding homes all children of the class received at the almshouse should be placed temporarily in such homes. In April an agency for dependent children was established by this Association, and is in full operation under the supervision of the board of supervisors and this Association.

Suffolk County.

The almshouse maintains its usual excellent condition under the able superintendent and matron who have for eighteen years occupied this position. No special improvements have been made during the year and there are no special needs which should be met at the present time. This institution suffers considerably from the commitment of vagrants by magistrates, ten having been committed during the year who were serving terms of from 30 days to six months. The Code of Criminal Procedure provides that only vagrants who are proper subjects for such relief may be committed by magistrates to the almshouse at hard labor, but such men prove to be of a disorderly type, and their presence interferes with the proper administration of the institution, whose main function is to serve as a home for the aged and infirm. The committee recommends that the law be so amended as to require such commitments to be made to jails or penitentiaries.

Westchester County.

Quarterly meetings of the full Committee have been held during the year and the executive committee has met from time to time. Regular monthly or quarterly letters have been sent to the Superintendent of the Poor and the Board of Supervisors' Committee on the Almshouse regarding the condition and needs of the institution, and representatives of the Committee have met with these officers to confer regarding needed improvements. The Committee has also, through the courtesy of one of its members, who is an architect, with the assistance of an engineer who generously gave his services to the Committee, procured an ex-

The State Charities Aid Association.

amination into the water system with special reference to the pollution of the stream which runs through the almshouse grounds and from which water is taken farther down to supply cities and towns in the county. A report on this subject was presented to the State Board of Health, which has since made a special investigation of the situation and has ordered the abatement of the nuisance. The supervisors are now considering plans for dealing with their sewage and so disposing of it as to improve the soil of the almshouse farm and avoid the pollution of the stream. There is still need of improvements in the plumbing, and increased bathing facilities. The need of a good nurse for the babies is also reported, but it would probably be better to board babies who are cared for without their mothers in family homes adjacent to the almshouse, as such a system of care has better results than can be procured by caring for babies in institutions.

Of the four children who were born in the almshouse during the year two have died and two left with their mothers. The county has a large number of dependent children, a total of 508 remaining in institutions on September 30th. The hospital for cases of pulmonary tuberculosis has proved very useful and might do even better service with some slight improvements. The sputum cups used are not of the modern style and should be replaced by inexpensive and hygienic paper cups that can be easily destroyed after having been used. The work of cleaning the metal sputum cups is so offensive to the nurses that it is doubtful whether the work is thoroughly done, and there is certainly no necessity for requiring such work when inexpensive destructible cups can be provided. While this almshouse and the accompanying hospitals are in many ways well managed, the older buildings are so obsolete in construction and so difficult to modernize that they should be gradually replaced by new buildings. It is unfortunate that before the two hospitals were constructed the present site was not abandoned and some suitable one provided; now it seems difficult to make a change, and the only hope is for the gradual substitution of new for old buildings.

REPORT OF THE COMMITTEE ON HOSPITALS.

The past year has been a notable one in the increased provision authorized for the care of consumptives. After several years' effort, in face of many obstacles, the most serious of which has been the law enacted in 1903, requiring the consent of both the town board and the county board of supervisors, the Department of Health has secured a large site, near Otisville, in Orange county, on which will be established a modern sanatorium for the treatment of incipient and early cases of pulmonary tuberculosis from the city of New York. It is now five years since the city was given authority to establish such an institution beyond its own limits, and three years since the matter was taken up in concrete form by the Health Department. Now that the site has been secured, we trust that rapid progress will be made in providing the necessary facilities for sanatorium care.

The Department of Public Charities has also caused to be approved during the past summer plans for a modern hospital building for consumptives, with a capacity of 800, to be erected on property adjoining that of the New York City Farm Colony on Staten Island. The Hospital for Consumptives, opened by the Charities Department on Blackwell's Island in 1902, although its capacity has been enlarged from time to time, is wholly inadequate to provide for the large number of consumptives in various stages of the disease who seek the shelter of the city hospitals. It is very gratifying, therefore, that the plans for this new hospital are under consideration by the Board of Estimate and Apportionment, with every prospect of favorable action at an early date.

An effort has been made, during the year, to interest the county visiting committees in some of the counties of the State containing large cities, in the restriction of tuberculosis in their localities. It has been suggested that they make active efforts in four directions. First, in securing a better provision for consumptives in almshouses and hospitals, second, in securing sanatorium care in the State Hospital for Consumptives, or elsewhere, for incipient cases, third, in securing home care with proper medical and nursing direction for consumptives who can not leave

The State Charities Aid Association.

home, and, fourth, in securing a more general and complete registration by health departments of all cases of tuberculosis. Appropriate literature, secured from The Charity Organization Society Committee on the Prevention of Tuberculosis, has been forwarded to these committees. A pamphlet in regard to the care of consumptives in city and county institutions, prepared by the same committee, has been sent to the examining physician or resident physician in each county almshouse in the State.

The energetic efforts that are being made in this city in many directions for the restriction of tuberculosis should be equally effective in the other cities of the State. There is also urgent need for the education of the rural consumptive, and for the protection of his family. It would seem that the county committees of this association might properly take an active part in all parts of the State, in what is perhaps the most promising movement now being carried on for the restriction of a disease that ranks second, and, in many places, first, among the causes of death.

The committee desires to call attention to the importance of the fact that the position of general medical superintendent of Bellevue and Allied Hospitals, perhaps the most important position in hospital administration in this country, certainly the most important in view of the amount of new construction under way or contemplated, has been satisfactorily filled as the result of a competitive examination conducted by the municipal civil service commission. While the clerical and subordinate positions in public hospitals in the city and State service are quite generally filled by competitive examination, or promotion examination, we think this is the first time that a position of such great importance, the head of so large an administrative force, has been filled as the result of an open competitive examination.

The committee has undertaken an investigation of the extent and location of the need for additional public hospital accommodation in this city. Data has been collected showing the capacity of each hospital, and the number of vacancies, or the number of excess over capacity, on a given date. A study is being made of the rate of increase and decrease in the rate of population in each district of the city. This has been somewhat delayed in

The State Charities Aid Association.

order to secure the figures of the State census of 1905. Statements have been secured from the municipal hospitals in regard to the diseases of all patients transferred to these hospitals from private hospitals during the first half of 1905, and an analysis of these figures will assist in showing which parts of the city are inadequately provided for the treatment of acute diseases. The investigation is being conducted for the purpose of submitting a report to the city authorities in regard to the size and the location of additional public hospitals in this city.

REPORT OF SUBCOMMITTEE ON STATE CHARITABLE INSTITUTIONS.

The Association now has 26 visitors to 10 of the State Charitable Institutions. Many of the visitors make frequent inspections of these institutions, and during the past year the Rome State Custodial Asylum and the State Hospital for Incipient Pulmonary Tuberculosis have been visited by the Assistant Secretary.

The recommendation made in our annual reports for several years, that the State Board of Charities should have the power to transfer inmates from one State charitable institution to another was embodied in a statute last winter. Since the passage of this statute 29 inmates have been transferred, upon the recommendation of the State Board of Charities, from the Syracuse State Institution for Feeble-Minded Children to the Newark, and Rome State Custodial asylums and Craig Colony; these were all cases who were either incapable of further education or had become too old for detention at the Syracuse institution, which is a school for feeble-minded children, and who were more suitable inmates at the asylums for custodial care.

The transformation of the Hudson House of Refuge for Women into the New York State Training School for Girls, brought about by legislation secured by the Association last year, has made very satisfactory progress. The number of young girls under 16 who have been received since the change in the law is 200, of whom there now remain 198, while the number of older women has already diminished to 53, and in the course of another year will probably be eliminated altogether. The arrangements

The State Charities Aid Association.

for classification at this institution are excellent, owing to the large number of small and home-like cottages, and the young girls are given an excellent mental, moral and manual education, and are taught to be self-respecting and self-supporting women, when they are returned to their homes, or are placed in situations. The closing of the Hudson institution to the older women has resulted in greatly overcrowding the two reformatories that remain open to them at Bedford and Albion. New cottages are being constructed, however, and if the next Legislature makes provision for further increases in the capacity, the institutions doubtless will be in more comfortable condition in the near future.

The New York State Hospital for the Care of Crippled and Deformed Children has moved, during the year, from Tarrytown, where it occupied a rented house, to West Haverstraw, where a fine old mansion with generous grounds has been bought by the State and remodeled for the accommodation of the little patients, more than 30 in number, who are undergoing curative treatment.

The New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, at Raybrook, in the Adirondacks, which was opened last year for the reception of patients, has already done a great work for curable cases of consumption from all parts of the State. The large brick building is admirably supplemented by an extensive colony of tents arranged along the side of the wooded hill in the rear of the institution. The patients' tents are divided into two groups, one for men and one for women, and the tents in each group accommodate either one or two patients apiece. Each tent is pleasantly furnished and provided with electric lights, with a large platform in front, and the tents in each group are connected by wide board walks. The location of the tents commands a beautiful view over the woods and valley below, and into the forest above and behind. The patients who enjoy this tent life have such good color and look so well fed and healthy that it is difficult for a stranger to realize that they are in any way sick people. It is impossible to occupy the tents during the severe winter weather, but they can probably be occupied for two-thirds of the year. It seems unfortunate to limit the tent colony, which can be opened for

The State Charities Aid Association.

two-thirds of the year, to the number of patients who can be accommodated in the present building in winter. It would seem to be a very good idea to have this hospital an exception from the general rule, and instead of maintaining the same population throughout the year, to expand into a great summer institution and contract into a small winter institution. The average stay of patients is less than six months, and it does not seem impracticable for the hospital to plan to receive large numbers in the spring and discharge them in the fall. The possibilities of expansion in the tent colony plan are almost indefinite, and the expense of accommodating patients in tents is extremely small. If the expense of their maintenance could be provided, this institution might be run on a very large scale with an appropriation for merely running expenses, and without any great expenditure for buildings. It is to be hoped that such plans as these may be favorably considered.

The Rochester State Industrial School, hereafter to be known as the State Agricultural and Industrial School, which is being removed from Rochester to a country site, is now in operation at both places. The boys transferred to the farm are engaged in improving the buildings and grounds, and in ordinary farm work, and are enjoying an unusual opportunity to fit themselves for life by meeting the many and various demands of this new enterprise. It is to be hoped that the Legislature will make a sufficient appropriation next year so that the buildings may be completed at the new site, and the boy inmates be completely removed from the old buildings at Rochester. Until this is done the valuable Rochester property can not be sold and the expense of running two institutions instead of one can not be avoided. The new school on the cottage plan will be a great improvement over the old school, which has been an excellent example of an institution on the military and congregate plan. The boys of the eastern part of the State will, it is hoped, soon enjoy similar advantages, as progress is being made toward the selection of a site for the State Agricultural and Industrial School within 50 miles of New York City, which was authorized by the Legislature of 1904, and will ultimately care for the class of boys now received at the House of Refuge on Randall's Island.

APPENDED PAPERS.

The following reports and papers have been accepted by the Board for transmission to the Legislature:

Report of the Committee on Reformatories.

Report of the Committee on Idiots and the Feeble-Minded.

Report of the Committee on Soldiers and Sailors' Homes.

Special report of the Committee on Soldiers and Sailors' Homes on the Administration of the Reserve Pension and the Emergency Funds at the New York State Woman's Relief Corps Home at Oxford.

Report of the Committee on Craig Colony for Epileptics.

Report of the Board of Managers of Craig Colony for Epileptics.

Report of the Committee on the Blind.

Report of the Committee on the Deaf.

Report of the Committee on The Thomas Indian School.

Report of the Committee on the New York State Hospital for the Care of Crippled and Deformed Children.

Report of the Committee on Sanatoria for Consumptives.

Report of the Committee on State and Alien Poor, including the annual report of the Superintendent of State and Alien Poor.

Special report of the Committee on State and Alien Poor with relation to Alien Deportation.

Report of the Committee on Inspection.

Report of the Committee on Placing Out Children.

Report of the Committee on Dispensaries.

Report of the Committee on Education.

Report of the Committee on Almshouses.

Report of Visitation of Almshouses and Public Hospitals in the First Judicial District.

Report on the Public Charitable Institutions of the Boroughs of Brooklyn and Queens, in the City of New York.

Report of Visitation of Almshouses in the Second Judicial District.

Report of Visitation of Almshouses in the Third Judicial District.

Report of Visitation of Almshouses in the Fourth Judicial District.

Report of Visitation of Almshouses in the Fifth Judicial District.

Report of Visitation of Almshouses in the Sixth Judicial District.

Report of Visitation of Almshouses in the Seventh Judicial District.

Report of Visitation of Almshouses in the Eighth Judicial District.

Report of investigation into the Affairs and Management of the Westchester Temporary Home for Children at White Plains, by a Special Committee of the Board.

Preliminary report of Investigation into the Subject of Infant Mortality at the Infants' Hospital at Randall's Island and Institutions under Private Management for the Care of Infants in the City of New York, by a Special Committee of the Board.

Dietaries of Charitable Institutions, by Florence R. Corbett, Dietitian of the Department of Public Charities of the City of New York.

Appendix I.

Proceedings of the Sixth New York State Conference of Charities and Correction.

Appendix II.

Proceedings of the Thirty-fifth Annual Convention of the County Superintendents of the Poor.

ENOCH V. STODDARD, M. D.,
President.

Attest:

ROBERT W. HEBBERD,
Secretary.

Dated Albany, December 30, 1905.

APPENDED PAPERS.

REPORT
OF THE
COMMITTEE ON REFORMATORIES.

177

REPORT OF THE COMMITTEE ON REFORMATORIES.

To the State Board of Charities:

Your Committee on Reformatories respectfully reports that during the fiscal year ending September 30, 1905, the several reformatory institutions under the supervision of the State Board of Charities have been inspected regularly by the Board's inspectors, and have also been visited by the members of your Committee.

STATE INDUSTRIAL SCHOOL, ROCHESTER.

The work preparatory to the removal of the State Industrial School from Rochester to the new farm site in the town of Rush has made some progress. The original farm buildings are all now occupied by families of boys in charge of supervisors, and much developmental work is being done by these boys. New roads have been laid out and older ones repaired; the fencing has received needed attention; the small farms were planted last spring and good crops raised thereon; and the boys have been given lessons in practical farming, including the care of stock. This wholesome open-air training has done much to help the boys physically and morally, and encourage them in self-respect as well as to develop an ability to care for themselves properly.

DELAYS.

Unfortunately there has been unnecessary delay in the construction of the new buildings. The original contractors have failed to do their work either promptly or well, and in consequence the first sixteen cottages contracted for in 1904 remain unfinished. The company to whom this contract was awarded has surrendered the contract owing to the number of liens filed, and it will be necessary for the Board of Managers to find some other contractor, and for the Legislature to make an additional appropriation to complete the work.

The cottages provided for by the Legislature of 1905 have been contracted for, and the work under this contract is progressing rapidly. It is expected that these six cottages will be ready for occupancy early in the summer of 1906.

The delay in the erection of the necessary buildings on the farm site interferes with the regular work of the school. It was originally planned that all boys committed to the school after the first of July, 1904, would be placed on the farm, and thus be kept from hurtful intercourse with the older boys in the Rochester institution. It has been impossible to follow this plan, and until there is a sufficient number of cottages on the farm to accommodate the younger boys as committed, some must continue to be cared for in the dormitories in Rochester.

TRANSFERS TO ELMIRA.

Many of the inmates now in the school at Rochester are too old, both in years and criminal experience, to be placed upon the farm. They need greater restraint and a different form of discipline than the farm colony life will afford. Provision should be made immediately for the transfer of such inmates as are, in the judgment of the Board of Managers, unsuitable for the colony life. The Managers should be empowered to send them to the Elmira Reformatory. The restraints there are sufficient to hold in check the criminal tendencies of the older inmates. This course will protect the younger boys and prevent them from being influenced by young men who are adepts in vice.

FINAL REMOVAL.

It will require probably two years more before the Rochester site can be abandoned. In the meantime the school is embarrassed by the necessity of keeping up two institutions with one set of officers, for both the farm colony and the Rochester school must be looked after as related but separated institutions until the final removal is made. Your committee recommends that the Legislature be urged to make liberal appropriation for the accomplishment of the remaining work and thus hasten the removal.

THE NEW YORK HOUSE OF REFUGE, RANDALL'S ISLAND.

The past year has witnessed no changes of special moment in this institution. The anticipated establishment of the New York State Training School for Boys and the proposed abandonment of the buildings on Randall's Island has had an influence upon

the regular work of training the delinquent boys now in the House of Refuge, as well as upon the appropriations made by the Legislature. As there is a prospect for the establishment of an institution well located on a farm site, it seems inexpedient to spend large sums of money on the Randall's Island buildings, and therefore the site for the New York State Training School for Boys should be selected as soon as possible. It will be more economical to have the institution on a farm where the boys will be able to do something toward lessening the cost of maintenance, and where under a natural environment and with an open-air life the boys can be properly trained for self-support and future usefulness. In the meantime the House of Refuge on Randall's Island has an important mission. It must care for the boys committed to it, and give them the best training possible under present conditions. That magistrates must continue to commit delinquents to the House of Refuge for several years is acknowledged and the State owes to these boys all necessary provision for their comfort, health, and proper training. This can be secured to some degree by better classification.

The closing of the girls' department has opened the whole of the girls' dormitory building for the use of the younger boys. It is no longer necessary to occupy some of the unwholesome dormitories which hitherto have been used by the boys, for the girls' building is cleaner, in better repair, and will permit a more complete classification of the inmates of the institution than has been possible heretofore.

INDUSTRIAL AND EDUCATIONAL.

The general schools continue to do good work, but this can hardly be said of the trade schools. They are maintained as heretofore, and there is now a renewal of the complaint that at times they lack or are denied material to carry on instruction. Thus it is reported that the tailor, shoe, carpenter and other shops have been shut at times for lack of material, and that all the other schools have suffered in the same way. If this complaint is based on truth, it shows that a more liberal policy is needed. It is impossible to do effective work in the training of delinquent youth unless the teaching is constant and along industrial lines. For this reason the annual appropriation should

be sufficient to permit the schools to have in liberal quantities all things necessary for equipment, maintenance, and instruction.

NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON.

This institution has filled up rapidly since the law went into effect which changed the House of Refuge for Women at Hudson into the New York Training School for Girls. All the available rooms and dormitories are now occupied, and the population is so large it is impossible to keep the girls properly segregated. The older girls committed prior to June 1, 1904, should be discharged as soon as possible, not only for the sake of the room this would release, but that there may be none but young girls kept in the school. If the sixty-seven women committed prior to the establishment of the school are discharged, it will open space equal to two cottages for the benefit of new arrivals.

The restricted dormitory room available is a source of trouble and anxiety, and especially has the use of the prison building as a dormitory for young girls caused serious annoyance. It is impossible to maintain good discipline in this building or keep the girls from communicating freely with each other, owing to the peculiar construction of the rooms. New cottages like the six now in use are required, and when these are built many of the rooms and cells in the prison building which are now used for dormitory purposes should be abandoned.

TRAINING.

The general methods of training the young girls have been little changed from those used heretofore for the older inmates, except that more stress must be laid on ordinary school work. The latter were able to do all the domestic work of the institution, but the young girls, being inexperienced and physically unfitted for many of the heavy tasks, find it more difficult to do promptly the daily domestic work. The labor of the matrons therefore is increased as well as the work in the schoolrooms, for every girl committed to the institution is now required, unless sick, to spend a large part of each day in the schoolroom.

For these reasons the main work of training falls upon the teachers and matrons. As these two classes of employees more

than all others are in constant association with the girls, if they are tactful and helpful women the girls are influenced strongly for good. Because of the responsibility of these positions, your Committee believes that the salary paid should be sufficient to attract women of strong sympathy, intelligence, tact, and good education.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD.

Your Committee recommended in its last report that additional cottages should be provided as soon as possible for this institution. Its present crowded condition proves that your Committee foresaw correctly the conditions which now prevail in this reformatory, and that it urged the right remedy. The reformatory is located in the neighborhood of the city of New York, and all the women who under the penal code are to be committed from New York to a reformatory may be sent to it. If the judges in the city courts were to commit all women who for the commission of the offenses specified in the law should be sent to an institution of this kind, the commitments would make it immediately necessary to double the number of cottages. The two new cottages for inmates provided for by the Legislature of 1905 will be filled as soon as completed from the overflow population of the present buildings. In another year it will be necessary to provide again for additional cottages until the maximum number of buildings intended is reached.

TRAINING.

The work of the institution is affected by its crowded condition. In spite of this fact much good is being accomplished. Many girls who have been discharged are believed to have reformed, but the number of reformations would be much larger were the influence of the old prison building eliminated. Its condition has never been satisfactory. It has been impossible to control the inmates, and its effect upon newcomers is usually bad. The erection of the disciplinary building, completed during the year, was a step in the right direction. By and by, when there are a sufficient number of cottages, the use of the cells as common dormitories should be wholly abandoned.

WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION.

The appropriation for two new cottages, made by the Legislature of 1905, will provide a much needed relief in this overcrowded institution. Steps are under way to push their construction. The contracts have been let, and probably the buildings will be ready for occupancy by the close of the fiscal year, September 30, 1906.

The general discipline and training in this institution have been maintained at an excellent standard in spite of its crowded condition. The girls seem to respond readily to the measures taken for their benefit, and few are returned after discharge. The new buildings will enable the managers to make desirable changes which will add to the comfort of the girls, and give opportunity for occasional social gatherings.

IN GENERAL.

In a general statement of the condition and needs of the reformatory institutions subject to the visitation and inspection of the State Board of Charities, your Committee would summarize its impressions by saying that the great and pressing need is for additional buildings to permit the several institutions to thoroughly classify and thus better control their inmates. Good discipline cannot be maintained where crowded conditions prevail, for advantage will always be taken of the opportunity which crowding affords, and, as a result, moral progress is interfered with and conditions become unsatisfactory. For this reason your Committee urges the importance of equipping each of the institutions with all necessary new buildings to accommodate the proposed maximum population of each one. It also insists that contractors should be made to carry out their agreements with the State and complete their work in the shortest possible time.

Respectfully submitted,

WILLIAM R. STEWART, *Chairman,*

STEPHEN SMITH, M. D.,

ANNIE G. DE PEYSTER,

Committee.

REPORT
OF THE
COMMITTEE ON IDIOTS AND THE FEEBLE-MINDED.

REPORT OF THE COMMITTEE ON IDIOTS AND THE FEEBLE-MINDED.

To the State Board of Charities:

Little in the way of special change has taken place in any of the three institutions for the feeble-minded during the year. The urgent necessity for an increase of the buildings for the dependent idiots and feeble-minded, which has been reported by this Committee from year to year, still continues. The three institutions devoted to the feeble-minded have had a maximum population during the year. Changes are now seldom made for other causes than death, and the regularity of life which is a feature of institutional care preserves the general health of the inmates. For this reason it has been impossible to relieve the almshouses and private homes of the care of their idiots and feeble-minded inmates.

For five years past the State Board of Charities has called the attention of the Legislature to the pressing need for enlarging the State institutions which have the care of this class of patients. It has recommended that adequate appropriations be made in the interests of economy and humanity. Although appropriations have been made for a number of new buildings, the natural increase of population has more than kept pace with the increased accommodations which these new buildings afford, and the delays incident to construction have also served to retard the relief which was intended by the Legislature.

Your Committee believes that it is possible to secure the construction, equipment, and opening of new buildings for State institutions within the calendar year in which appropriations are made. For institutions like the Rome and Newark custodial asylums for the feeble-minded there should be a standard form of building embodying the results of experience. If this plan is followed, no time will be lost in the preparation of designs. All that will be necessary is the preparation of duplicates of plans already tested. This should be a matter of a few days only, and contracts can be let and work begun within a very short time after the adjournment of the Legislature. As it is now, nearly a year intervenes between an appropriation and the actual beginning of work.

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN.

The Syracuse State Institution for Feeble-Minded Children has passed through an epidemic of typhoid fever. Efforts were made during its continuance to determine the cause of the epidemic but without avail. For a number of years past there have been sporadic cases of typhoid and scarlet fevers, with occasionally an indication of diphtheria, and your Committee has suggested heretofore that an exhaustive investigation should be made in all parts of the institution to determine the cause. The safety of the children has demanded this, and the State Board of Health should have taken the necessary steps to secure the examination so as to prevent the periodic recurrence of the diseases. It is true that examinations have been made, but they have not been made in the thorough way necessary for the discovery of the trouble. The new plumbing which has been put into the school may prevent a recurrence of the epidemic, but until all of the plumbing and other sanitary equipment is renewed, there will be danger of fresh outbreaks of fever.

Only a few minor repairs were made in the institution during the year, and the general work in the various departments has continued to follow the methods which experience has shown to be beneficial. Even in the population few changes have taken place. A number of the older inmates were transferred to the two custodial asylums, but there still remains a large number of adult inmates. The transfers have caused the proportion of children of the teachable age to increase.

The Fairmount farm has furnished its usual amount of vegetables, milk and provender. The question which has been discussed heretofore as to the advisability of maintaining the farm is still unsettled. If a careful account of income and expenditures connected with the maintenance of the farm were kept, it would probably show a little profit over and above the cost of maintenance. Whether the profit to the State to be credited to the labor of the young men employed at the farm would not be greatly increased if they were employed at Rome is a matter for consideration. The policy of the latter institution to foster farm colonies similar to that at Fairmount but

under more favorable conditions has been inaugurated. It is probable that in another year figures will be obtainable upon which a fair comparison can be based. In the meantime the Fairmount farm must continue and the work of the Syracuse State Institution for Feeble-Minded Children go on as heretofore.

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK.

The general work in the Newark aslyum has not changed during the year, although the population was slightly enlarged by the opening of a new cottage. The principal event of importance was the resignation of the matron, Mrs. Charles W. Winspear. She had been connected with the asylum for a number of years, and was a potent influence for good. She has now retired owing to the superior claims of her family and the Managers of the institution have had to secure another matron.

The opening of a new building, to which allusion has been made, afforded opportunity for the transfer of a number of feeble-minded women from the State school for feeble-minded children. These women, who are all of the child-bearing age, have been transferred from Syracuse and their places are now filled by children who were admitted directly from private homes. Thus the transfers did not affect the county or municipal institutions. There still remain in county and town almshouses and other institutions where they are cared for at public expense, many feeble-minded women who should be cared for in the Newark asylum. In addition to these is the large number who remain in private homes, to the annoyance and often terror of neighbors, as well as the great burden of parents and other relatives. Women of this character cannot well be cared for in almshouses, for they have practically little restraint in such institutions and are liable to abuse by male inmates and others, as owing to their mental weakness they have little power of moral resistance. They should be cared for in this institution where they will be under the constant supervision of attendants of their own sex. Thus they will have not only close supervision but sympathetic care, and as a result the State will be benefited morally and financially.

ROME STATE CUSTODIAL ASYLUM.

The State has sanctioned an experiment in this institution in the way of establishing small colonies upon suitable farm lands. The first colony has already taken possession of its home, and during the year 1906 will endeavor to demonstrate the economy of maintaining certain classes of feeble-minded men in colony groups. The plan is to some extent analogous to that which has proven successful in institutions for the reformation of delinquent youth. When the plan is under way family groups, under the supervision of a supervisor and his wife, are to have charge of small farms and be expected to work them to the best advantage.

This institution has always given more or less employment to the stronger inmates, but such employment has been of a kind which did not require much supervision. The farms, however, will call for the most intelligent labor available. In this asylum the feeble-minded range in type from the helpless idiot to the high-grade imbecile, therefore it is possible to have much work calling for skill and intelligence performed, for many of the inmates have both skill and intelligence but no power of self-direction or control. They must depend upon the leadership and supervision of others. Such persons will prove helpful in the new colony group. The results will probably show not only financial gain but also a decided improvement in the health and general welfare of the inmates.

READJUSTMENT.

Your Committee believes that there should be a readjustment of the functions of the three State institutions for the care of the feeble-minded and the idiotic. It would tend to the public welfare if all the women could be cared for in the Newark State institution and if all the men were in the Rome custodial asylum. At the present time one-half of the population of the latter asylum is composed of women. If the Newark institution were enlarged so that these could all be transferred, it would open the Rome asylum to the male idiots in the almshouses. They would be better cared for, have more intelligent supervision and training, be much happier, and the public would have surer

protection. The facilities of these institutions should therefore be made sufficient to segregate these classes, and be enlarged so that all the feeble-minded in the State may be received without regard to their physical condition or mental grade.

There is a dangerous type of the feeble-minded, the criminal, for which no suitable provision has been made. They are not fit subjects for reformatory institutions because reformation must be based upon moral development. These feeble-minded criminals are usually destitute of moral conceptions. They know the words "right" and "wrong," but do not understand what they mean. The prison for persons of this kind is only a temporary expedient, insuring the safety of the public during the period of imprisonment. Our custodial asylums should have facilities for the permanent care of feeble-minded persons of this type, but as yet there are no provisions at either the Rome or Newark asylums to meet the requirements for the custody of the criminal class.

Your Committee believes it will be economy to erect a building suitably equipped for the restraint of feeble-minded persons of criminal propensities. Ultimately some provision of this kind must be made. It will be wise to take the matter into consideration at this time, for every year's delay makes it more difficult to control the situation.

Respectfully submitted,

DENNIS MCCARTHY,
S. W. ROSENDALE,
STEPHEN SMITH, M. D.,
Committee.

REPORT
OF THE
COMMITTEE ON SOLDIERS AND SAILORS' HOMES.

193

REPORT OF THE COMMITTEE ON SOLDIERS AND SAILORS' HOMES.

To the State Board of Charities:

Your Committee on Soldiers and Sailors' Homes, in submitting its annual report, calls the attention of the Board to the large number of survivors of the Civil War who have reached the period of dependence upon others. In a recent address the Commander-in-Chief of the Grand Army of the Republic stated that five thousand members of the Grand Army of the Republic are dying each year. Probably two thousand more veterans, not in that organization, die each year. This is an indication of the increasing dependence of the veterans.

The records of the Homes, in this and other states, for disabled veterans, show that the number of men under care is greater than ever before. Six years ago it was thought that the maximum enrollment in the Soldiers' Homes of the State of New York had been reached, but since that time the average population has continued to increase and at the present time it is the largest in their history. Not only is the population of these institutions increasing, but the average of disability is greater. The infirmities due to advanced age make it more difficult for the survivors to help themselves or wait upon each other, and in consequence there is a necessity for an increase in the number of attendants and other employees.

NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH.

The hospital of the Soldiers' Home at Bath is now always filled. The hospital annex, opened two years ago for the accommodation of such persons as could not be taken into the main hospital, is also filled. While many of the veterans who occupy this building are able to be about, very many are bed-ridden and entirely dependent upon the nurses and orderlies. This fact shows the rapid increase of the hospital work and the immediate necessity for an increase of the force of attendants.

The barracks remain as at the date of last report. There have been additions and replacements of the equipment, but as a whole the buildings have had little done to them during the

year. The several small appropriations for repairs and improvements have been expended as required by law, but there remain many improvements which should be made in order to provide for the needs of the institution. Thus for example, the increased infirmity of the inmates of buildings makes it imperative that full provision be made for their escape in case of fire. The fire escapes which have been recommended heretofore are imperatively necessary. In case of a fire in some of the barracks there would be loss of life, as it would be difficult for the infirm inmates to escape by the ordinary exits. Elevators should also be installed in some of the buildings, as it is hard for these aged men to climb stairs.

The general discipline was never better than at the present time. There is little of drunkenness and few infractions of the rules. As a consequence the "Snug Harbor" is not so often needed as it used to be. The men take better care of themselves, the rules are enforced, and thus the general quiet and order are preserved.

Your Committee believes that the present system of making repairs of an expensive nature by piecemeal in this institution is not economical. By the time the ground is covered the work has to be begun again. It would be better were the appropriation large enough to cover fully the needs of the institution. Thus all new equipment could be provided and all needed repairs made at the same time, and the necessity of unloading what has been done and tearing out finished work would not occur. Under the present system it is difficult to know when repairs are completed, and even when completed to know the work will remain undisturbed; and it is also difficult to compute the total expenditure made for any one purpose. It may appear economical to ask for insufficient amounts and then to have work improperly done, but when it is considered that not only will the balance to make up a sufficient appropriation have to be asked for later, but that, in addition, at least twenty-five per cent more will be required to cover the cost of reopening work, it can be seen that this is a costly method for the State to follow.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD.

The principal event in connection with the two Homes has been the inquiry into the pension fund at the Woman's Relief Corps Home. A complaint was made by members of that Home that their surplus pensions were put out at interest and the interest expended without their consent and for purposes which the pensioners did not approve. It was also stated that members of the Home having pension money on deposit could not withdraw it when necessary for their own use, and that they were required to keep on deposit a sum which was out of all proportion to the necessities of the case. Members also stated that they were required to pay a notarial fee every time they executed pension vouchers, and that this fee was used in an unlawful way.

An investigation made by your committee disclosed substantially the truth of the statements of the complainants, and as a result, upon the recommendation of the State Board of Charities, changes were made in the rules and regulations of the Woman's Relief Corps Home at Oxford, by which the Treasurer was put under bonds, the notarial fee abolished, and the requirements in the matter of pension deposits were modified. Since the investigation all receipts of money by the Home have been forwarded, in accordance with law, to the State Treasurer, and the institution now conforms to the suggestions made by your Committee at a conference held with the Executive Committee of the Board of Managers.

Since this investigation was held, a controversy between the former superintendent and the Board of Managers was ended by the removal of the superintendent of the Home. Under the authority of the amended law governing the institution, the Board of Managers appointed as superintendent Major P. J. O'Connor, for many years the quartermaster of the Soldiers and Sailors' Home at Bath. By changes in the law a majority of the Board of Managers will hereafter be composed of members of the Grand Army of the Republic and the Woman's Relief Corps auxiliary thereto. The way is now open for the appointment of

citizens of the State who are not members of these two organizations, to the responsible position of a manager, and this desirable change will in all probability conduce to the welfare of the Home.

All of which is respectfully submitted.

S. W. ROSENDALE,

WILLIAM H. GRATWICK,

RALPH W. THOMAS,

Committee.

SPECIAL REPORT
OF THE
COMMITTEE ON SOLDIERS AND SAILORS' HOMES
ON THE
ADMINISTRATION OF THE RESERVE PENSION AND THE EMERGENCY
FUNDS AT THE NEW YORK STATE WOMAN'S RELIEF
CORPS HOME AT OXFORD.

SPECIAL REPORT OF THE COMMITTEE ON SOLDIERS AND SAILORS' HOMES.

To the State Board of Charities:

Your Committee on Soldiers and Sailors' Homes, to whom was referred the complaint of certain inmates of the New York State Woman's Relief Corps Home at Oxford, relative to its affairs and management, begs leave to report that it has had the same under consideration. The matter was first brought to its attention December 16, 1904, when the Committee was making a visitation to the Home. At that time the disposition of the pension funds and the action of the treasurer and managers was called into question by inmates of the Home.

In the report of the Inspector of State Charitable Institutions, made to this Board at its meeting, December 21, 1904, the dissatisfaction in the Home was brought to the attention of the State Board of Charities, and summarized as follows:

"The complainants desire to know whether the Board of Managers has the right—

1. To require the surrender of pension money to be used for burial purposes.
2. To deposit the pension fund thus obtained in savings banks and in the name of the institution or its treasurer, and not in the name of pensioners.
3. To use the interest accrued from such deposits for the maintenance of the institution, for its furnishing, or any similar public purpose.
4. Whether such interest should not be credited to the persons whose pension money is on deposit."

At that meeting of the Board the Secretary was directed to transmit to the Board of Managers of the New York State Woman's Relief Corps Home at Oxford, the report of the Inspector of State Charitable Institutions which contained the foregoing statement of grievances made by members of the Home.

On February 18, 1905, the Board of Managers of the Home sent a reply to the State Board of Charities, in answer to the statements of the members of the Home summarized in the inspector's report, but in their answer did not cover all the questions raised by the complainants.

In this reply the Board of Managers cited the original rule on the subject of pensions, adopted May 7, 1897, namely:

"An applicant who is a pensioner must agree that upon entering the Home he will execute a consent or agreement to the transfer to the Treasurer of the Board immediately after receiving his quarterly pension the whole amount received by him as such pensioner. The money so paid shall be credited to the pensioner's account subject to his draft and under such rules as may be established by the Board of Managers, and that he will execute any necessary power or voucher for receiving the same."

The Managers also declare that on August 10, 1898, the following resolution was adopted:

"Resolved, That the Treasurer be directed to pay out pensions as follows: to those receiving 12 dollars per month \$1.50 per week; 10 dollars per month \$1.25 per week; 8 dollars per month \$1.00 per week; 6 dollars per month 75c per week; 4 dollars per month 50c per week, and that said payments be made only on Wednesdays of each week."

The Managers further say:

"For a time the money was distributed as directed by this resolution. November 9, 1898, the Board resolved that the action of the last meeting as to the pension money stand, but that the Treasurer and Superintendent be allowed to pay the pensioner at one time an amount not in excess of one-half of the pension money received each three months, in lieu of such other payments, this resolution to take effect December 1st next (1898). Under these rules and regulations the Board has been and is now acting."

The method of handling the pensions is set forth as follows by the Managers:

"Each pensioner member turns in his or her check for pension as received to the Treasurer of the Board, and same is deposited in the First National Bank of Oxford at Oxford, N. Y., to the credit of Treasurer of N. Y. State W. R. C. Home, Pension Fund.' At the same time a check is given to the pensioner for one-half such amount and such pensioner member may draw the money and use it as he or she sees fit. An account is kept

in the office (open to inspection at any time) with each pensioner showing his or her account, and, in addition, a book is given to each one showing the account, and this is written up to date on request. Each member may thus know the state of his or her account."

They give the reasons for requiring the pensioners to surrender their money to the custody of the Home and for its deposit in savings banks, in this statement:

"The amount in bank held for the pensioners is kept for them when they leave the Home, or for the widow or next of kin, or executor, etc., in case of death, after paying burial expenses if any. But in cases of emergency or necessity such pensioners, members, are allowed to draw sums from time to time."

In regard to the complaint that pensioners are not permitted to withdraw their money when it is actually needed for proper purposes, the Managers say in their answer:

"For a few years no notice was taken of requests for the payment of sums from the amount in bank, but latterly and now, finding such requests to be meritorious in certain cases, we allow sums to be drawn by direction of the Board. Some make requests to draw only when they need the money, others would draw all and spend it foolishly or at least unnecessarily. Hence the necessity for wise supervision and regulation. These pensioners are well and comfortably supported at the expense of the State and something should be in store for them when they leave the Home or in emergencies such as sickness, occasion to visit family or friends, or even a desire to take a vacation for pleasure. In the interest of the pensioner and to secure him, or her, a balance at all times we make it a rule that a certain sum must be on hand in bank before any request will be honored. This could be varied or not followed in specially meritorious cases. On entering the Home each member signs an agreement not only to keep one-half of his or her pension on deposit but to obey all rules and regulations of the Board regarding same."

One of the principal matters complained of by the inmates of the Home is that the pension moneys are not kept on deposit in the Oxford Bank, although in the annual report of the Home it is stated that:

"Following the rule of the Home each pensioner is given a check for one-half the pension received; the other half is deposited in the First National Bank at Oxford for his benefit."

The Managers make this statement:

"The Oxford Bank pays no interest. The Board was and is of the opinion that the principal ought not to be wholly idle; that some interest ought to be earned and used for the common good of all the members. Hence the principal fund now amounting to \$7724.30 is deposited as follows:

Oxford Bank	\$674.30
Peoples Saving Bank, Yonkers	2,400.00
Yonkers Savings Bank	2,100.00
Westchester Trust Co.	758.25
Albany Savings Bank	1,700.00

All pay interest, except the Oxford Bank, as follows: Yonkers and Peoples Savings Bank and Albany Savings Bank 4% up to \$2,000, and 3% on all over that amount; Westchester Trust Co. 3%. The total interest earned to date is \$755.18. Of this interest \$453.35 has been expended, and \$301.83 is on hand."

From this it appears that the statement in the 1903 annual report is somewhat misleading, for the deposits are kept elsewhere than at Oxford, and have been since 1902 at least. So far as the interest is concerned, the rate paid by the Albany Savings Bank is not 4% but 3½% and this has been the rate for several years.

Concerning the expenditures from the interest fund the Managers declare:

"There was no burial plot for the burial of members of the Home, not having a place of burial elsewhere, and we fitted up a lot at an expense of \$135.00 for this purpose, paying such expense from such interest. We also purchased a piano and cover therefor for the benefit of all members of the Home at an expense of \$156.75 which is for the use of all, and paid for same from such interest. We hold this for the benefit of the members of the Home. We have also paid \$19.10 for guns for the use of the Home to be used by the members in firing salutes at the burial of comrades; also \$75 to pastors of churches for holding religious services at the Home. The State does not

provide for this. Also \$67.50 on wagon to use for bringing pastors and singers to Home, etc. These items have been paid for from this interest money. But for this interest fund none of these things could have been provided."

In regard to the name under which the deposits in the several savings banks are made, the Managers say:

"The deposits in these savings banks are in the name of the Home payable to the order of the Treasurer and are under the control of the Board."

The Managers conclude their reply as follows:

"All members of the Home derive a direct benefit from the interest on these deposits in bank. The aggregate of the interest is quite a sum and the Board has assumed the labor and responsibility of placing the fund where it will earn interest desiring to promote the common good of the members of the Home, and not because of any obligation imposed by law. The wise and judicious expenditure of this interest has and will bring to these old soldiers and soldiers' widows many comforts they otherwise would not enjoy as the State assumes to provide the actual necessities of life only in such a Home. The members of the Home should not be forgetful of the fact that the Managers serve without pay, and are constantly working to devise ways to add to the success of the institution. We feel sure that no right thinking member, on being informed of the facts, will charge the Board with allowing any one member to control its action or dictate its policy."

Prior to the reception of this reply, the matter had been presented to the Governor by a committee of members of the Home, and he transmitted to this Board copies of some of the correspondence, which was referred to and considered by your Committee.

The matters referred to in the complaint, and in the reply of the Board of Managers thereto, were deemed of such importance that an examination was made of the management of the pension and emergency funds, with special reference to the complaints of the inmates of the Home. The investigation was begun March 15th and completed March 25th, 1905, and disclosed the following facts:

1. That since March 1st, 1904, the books and accounts of the pension and emergency funds, held by the Treasurer of the institution, have been carefully and accurately kept.

2. That prior to March 1, 1904, the books and accounts of the pension and emergency funds, in the hands of the Treasurer, were not kept with accuracy.

3. That the Treasurer of the Home was not required to give a bond for the safe keeping of the pension moneys collected from the members of the Home under the rules and regulations of the institution.

4. That the emergency fund (so-called) was created by taking for the benefit of the Home, all pension moneys in excess of twelve dollars received by any member of the Home; that in addition there were added to the fund, cash receipts from certain sales, and notary fees exacted from pensioners for the execution of their pension papers.

5. That there was on deposit in bank March 17, 1905, \$8,333.13 pension money, and that upon the same date there was in cash in the safe at the Home \$390.90, all of which was money classed as pension and emergency funds and collected from members of the Home under the rules and regulations of the institution.

6. That the pension fund has been drawing interest, and that of \$760.18 interest accrued, \$453.35 has been expended for various purposes.

7. That an examination of the itemized statement of the disbursements from the emergency fund shows some improper payments, and others which should have been charged to the maintenance appropriation.

8. That out of this emergency fund estimates were paid for extra wages of employees, when they had been disallowed by the Fiscal Supervisor and rejected by the Civil Service Commission.

9. That the disbursements from these funds were left to the discretion of the Treasurer and the former Superintendent, and were not, prior to payment, considered and approved by the Board of Managers.

10. That the settlement of the estate of deceased members was not in accordance with the provisions of law, but was left to the discretion of the Treasurer and the Superintendent.

11. It was also ascertained that while the Treasurer's books and the bank statements tally, the disposition of certain estate funds by the former Superintendent are not shown by these books, and that in at least one case estate money has not been accounted for.

12. That since the investigation began new rules have been adopted by the Board of Managers, which are intended to cover some of the matters complained of by the inmates, and prescribe for the control and disposition of pension moneys.

13. That under the rules of the Board a reserve from pension deposits for burial purposes is required of all pensioners, although section 84 of chapter 225 of the Laws of 1896 makes provision for the burial of veterans who at the time of death are inmates of State institutions.

During the investigation another matter, not included in the original complaint, was developed. This is summarized as follows:

14. That it was a matter of general rumor in the Home that the superintendency of the institution had been offered to a former employee by the present Secretary and Treasurer of the Home, who is a manager, provided the said former employee would agree to pay him one-third of her salary from year to year.

After the conclusion of the examination of the books and accounts of the Home, a conference was invited by your Committee with a Committee of the Board of Managers of the Home, and on April 24, 1905, such Committee, consisting of Mrs. Ada G. Mohr, President, Mr. Edward J. Mitchell, Secretary and Treasurer, and Mrs. Ella B. Scott, met with us in the New York office of the Board.

At this conference all the matters developed during the investigation, as well as the original complaints, were inquired into by your Committee, and were explained by the Treasurer and Managers representing the Home. It was stated by them that changes in the rules of the Home and methods of administration are contemplated which will hereafter prevent just cause of complaint.

At the conference with the Committee of Managers, the safeguarding of the pension moneys was considered, and your Com-

mittee recommended the execution of a sufficient bond, by the Treasurer, at once, to cover this special fund. On May 12, 1905, in a letter addressed to the Chairman of your Committee, the Secretary of the Board of Managers of the Home stated that the following resolutions had been adopted by the Managers on May 11, 1905:

“Resolved, That the Treasurer of this Board shall give a bond to the President in the sum of ten thousand dollars to secure the pension fund, the expense of such bond to be paid out of the interest.

“Resolved, That all moneys received after May 1st, 1905, for Notary Public fees by any officer or employee of this Home, shall be paid to the State Treasurer each month in accordance with chapter 10, section 37, of the Finance Law.

“Resolved, That all excess pensions and interest on pension money shall constitute a fund to be known as the reserve fund and that all moneys on hand in the Emergency fund before May 1st shall be placed in that fund.”

On June 29th your Committee was informed by Secretary-Treasurer Mitchell that he was negotiating the bond called for, and that it would be filed soon.

From the foregoing resolutions it is apparent that the changes proposed do not cover the complaint of the inmates in regard to the deposit of pension money for burial expenses, nor in the matter of the use of interest money. A sufficient bond is to be executed, the notarial fees turned into the State Treasury, and a new fund, to be called the “Reserve Fund,” is to be created out of interest money and excess pensions turned over to the Home in accordance with its rules. This is the result of these resolutions, and, when added to the letter of February 18, 1905, they show what the Managers propose to do in the matters complained of by the inmates.

FINDINGS AND RECOMMENDATIONS.

Your Committee has considered the matters submitted to it in regard to the subjects herein referred to, and offers the following recommendations:

The excess pension moneys and the notary fees paid by the members of the Home went, as it will be remembered, to make

up what was known as the "Emergency Fund," while the interest on the pensions was deposited with the reserve pension moneys. In the opinion of the Committee, payments were made by the managers from these funds, which should have been made from the general maintenance appropriation, or been provided for by a special appropriation for extraordinary purposes. For example, the expenditures for the construction of the cemetery fence, for the piano and cover, on account of the wagon used for bringing pastors and singers to the Home, and to the pastors for holding religious services at the Home, all of which were made from the interest fund. The "Emergency Fund" seems to have been used for the payment of a large number of small items, which should also have been paid from the moneys appropriated by the State for the maintenance of the Home. We refer to such charges as for printing, for room numbers, and for the services of a caterer or cook who was employed during the sessions of the Board, the kitchen force at the time being inadequate. It also appears that in some instances wages were paid from this fund to persons whose employment was not approved by the State Civil Service Commission. In view of the general provision of law as to the disposition of money coming into the hands of State officers, it seems to the Committee that the excess pension moneys should be paid into the State treasury. As to interest on deposits, the managers, very properly and in discharge of their duty, having placed the moneys where they would draw some interest, must remember that, strictly speaking, the interest earned in each instance belongs to the particular sum from which it arises, and such moneys are in a sense, trust moneys. It may be assumed, and as your Committee was told, it would probably be very difficult to allot and apply the interest in each instance, owing to the changes in the amounts, difference in the times of withdrawal, the difficulties of computation and of book-keeping.

The impropriety of applying the interest to the general expenditures of the institution to which we have already referred is very palpable, but it is altogether probable that a judicious expenditure of the interest moneys for the general or united benefit or pleasure of those who would be entitled thereto, would meet their approval and consent.

Your Committee further finds that the former system of book-keeping was not satisfactory, and that there was consequent difficulty in showing the final disposition of the pension funds deposited by members of the Home under the rules, but that at present the books are kept in a satisfactory manner, and that vouchers are now required for all expenditures.

In regard to the estates of deceased members of the Home your Committee reports that there are no vouchers on file to show the final disposition of some estate funds turned over to the late Superintendent Mrs. Ellen M. Putnam, deceased; although in the case of Mrs. Elizabeth Clapham, deceased, letters are on file at the Home showing Mrs. Putnam's receipt of the money, and containing a promise that, after deducting necessary funeral expenses, she would expend the balance for a monument to Mrs. Clapham.

In the opinion of your Committee the settlement of all estates should be strictly in accordance with the law. There is no legal authority under which the officers of the Home are empowered to administer estates.

Without entering further into the details of the investigation and the conference with the Managers, your Committee recommends that the Board of Managers of the Woman's Relief Corps Home be requested to make such further changes in the rules of the Home and the methods of its administration as may seem reasonable and will have a tendency to minister to the comfort and contentment of the inmates, while providing for a just and firm discipline.

It recommends further that the Board of Managers be requested to rescind the rule requiring a notarial fee from members of the Home for the execution of pension or other necessary papers needing notarial verification.

Further, That the attention of the Board of Managers be called to the provisions of section 37 of the State Finance Law, chapter 457 of the laws of 1901, which requires that all moneys received by a State institution, or State officers or departments, shall be turned into the State treasury. In this connection, it is the opinion of your Committee as heretofore stated that all pension money over twelve dollars, which under the rules of the Home must be relinquished by the pensioner inmate, presumably

because in excess of his reasonable needs, all of which are supplied by the State, should be considered as contributed toward the general maintenance of the Home, and be paid into the State treasury in compliance with law.

Your Committee also respectfully suggests that all expenditures properly chargeable to maintenance should be made upon estimates duly approved in accordance with section 45, the State Charities Law, and that, in all cases of expenditure of funds, vouchers be required to cover the same, and that duplicates of such vouchers be kept on file in the office of the Home.

Your Committee recommends that the Board of Managers be requested to secure without delay a good and sufficient bond for the treasurer as custodian of the pension fund, and respectfully suggests that while in its judgment the cost of such bond and of all necessary clerical work incident to the care of this special fund are a proper charge against the interest thereon, the interest money remaining may with propriety be expended for special entertainment for the members of the Home, and for such other things as will promote the general happiness and meet the approval of the great body of pensioners personally interested in the fund.

Your Committee believes that all items of expenditure from the interest moneys deemed necessary or desirable should be approved by the Board of Managers or the Executive Committee prior to expenditure for the same, and that the practice, admitted by the Managers to your Committee, of permitting the Treasurer and the Superintendent to make expenditures from the excess pension or interest moneys and incur obligations thereon at their discretion, is not satisfactory, nor does it permit the Board of Managers to exercise that careful control of the affairs of the institution which the law contemplates.

In the matter of burials your Committee believes it unnecessary to compel the deposit for burial insurance, of any part of the veteran inmates' pension money. The purpose of the pension is the relief of the pensioner while living. As the laws of the State make provision for the decent interment of deceased veterans, the pension fund should be at the disposal of the inmates for all proper purposes, and not be kept for a contingency already provided for by law.

In the matter of the statement made in connection with the election of Superintendent of the Home, your Committee reports that while Miss Carmichael stated to an officer of the Board that she was offered the position if she would agree to pay to Edward J. Mitchell, the Treasurer, five hundred dollars per annum during her incumbency, Mr. Mitchell denied having made such an offer. It was stated, however, that the Board of Managers had passed a resolution fixing the salary of the Secretary and Treasurer at five hundred dollars per annum, and that of the Superintendent at one thousand dollars, the Managers believing they had the power to fix the compensation of the two officers mentioned; that the proposed change would have reduced the salary of the Superintendent five hundred dollars, the amount voted as proper compensation for the Secretary-Treasurer.

It was later discovered by the Managers that they had no power to fix salaries, this being the function of the Salary Classification Commission, whereupon the resolution fixing the compensation was rescinded. In justice to the Board of Managers and the Secretary-Treasurer, your Committee has incorporated this explanation in its report.

The right of the Board of Managers to make rules and regulations for the government of the Home and its inmates must, of course, be recognized. Until the contrary be shown, it will be presumed that the rules are intended for the comfort and well-being of those entitled to admission, and that it is not the intention of the management to make any regulations in the restraint of individual privilege, other than such as are necessary for discipline and to secure the greatest good for all members of the Home.

This Board fully recognizes that while on the one hand the fact that managers devote their time to the welfare of institutions should earn for them public approval and shield them from frivolous accusations, on the other they must be prepared to meet the fair and reasonable criticism of the public and the public authorities.

The public funds of public institutions must of course be administered with the utmost care, but as in this Home, where there are, in addition, funds to be administered partially at least in

the nature of trust funds, the most rigid lines of expenditure must not be overstepped. The smallness of the items neither justifies nor excuses the infraction of rules of strict administration and accountability.

In conclusion, your Committee recommends that the State Board of Charities send copies of this report to the Governor and to the Board of Managers of the Woman's Relief Corps Home.

SIMON W. ROSENDALE, *Chairman*,

W. H. GRATWICK,

RALPH W. THOMAS,

Committee on Soldiers and Sailors' Homes.

Albany, N. Y., *July 12, 1905.*

REPORT
OF THE
COMMITTEE ON CRAIG COLONY FOR EPILEPTICS.

REPORT OF THE COMMITTEE ON CRAIG COLONY FOR EPILEPTICS.

To the State Board of Charities:

Your Committee on Craig Colony for Epileptics herewith presents its annual report. The present condition and the rapid growth of Craig Colony illustrates the oft-repeated statement that "it is difficult to accurately forecast public needs." When the Colony was planned it was intended that within a reasonable time it would relieve the almshouses of the State of the further care of all of the dependent epileptics, and that, in addition to ample accommodations for them, the buildings would provide room for other epileptics maintained in other institutions and private homes. The first census of epileptics taken after the organization of the Colony showed that the State would be required ultimately to make provision for about one thousand persons in the Colony. On this basis, the grounds were laid out, the plans prepared, and the work of construction prosecuted. But the experience of years has shown that these first estimates were inaccurate and very deceptive. From year to year new buildings have been erected, the various departments have been extended, and still the demand for accommodations has continually exceeded the supply. At the present time there are 1,056 patients in the institution and the full capacity of all the buildings has been reached, and yet there are several hundred epileptics in the almshouses of the State who are justly entitled to the benefits of this Colony. In the opinion of your Committee the provision for additional patients should be ample to accommodate all dependent epileptics and should be made without delay. The pressure for admission to the Craig Colony is greater than for admission to any other of our State charitable institutions. Appeals in behalf of epileptics are made from the almshouses in the several counties and from family homes. Both institutions and homes need relief. Over eight hundred applications for the admission of patients into the Colony are now on file in the Superintendent's office at Sonyea, but none of the applicants can be admitted until additional buildings are erected.

CUSTODIAL CARE.

Epilepsy is a disease which, untreated, finally results in the physical and mental degeneration of its victims. Some epileptics may be cured, under favorable environments, by living in strict obedience to the laws of health, aided by the resources of science. A large percentage of all epileptics can be benefited by such environment and care, even if they are not absolutely cured, as has been illustrated in many instances in Craig Colony. There remains, however, an unimprovable class whose degeneration continues until death. This class is unfitted for the free Colony life and needs, principally, custodial care and treatment. These epileptics do not require constant medical attention nor the scientific treatment which may be necessary for the epileptics capable of improvement. Their real needs are simple and if provided with ample quarters, suitable food, clothing and attendance, the State and Colony will have done all that it is possible to do in their behalf. Since the opening of the Colony the number of epileptics belonging to this class has gradually increased until, at the present time, about one-half of the patients require only custodial restraint and simple humane care.

Your Committee has advocated for a number of years the segregation of this class of patients in suitable buildings of simple construction, properly located on the Colony grounds. It was long ago pointed out that buildings for these unfortunates need not be expensive in construction; that it will be better to have plain substantial structures which will afford the maximum of accommodation at the minimum of cost, rather than more expensive buildings. The policy of sex separation has also been constantly advocated by the Board and it is urged by your Committee that whenever custodial buildings are erected by the State that this method of classification be continued. Though it will cost more to maintain two groups of buildings, independently equipped, than it will cost to maintain a single large group, the ultimate advantage will be decidedly favorable to the two groups, each devoted to the care of patients of a single sex. At the present time there is need of a custodial building large enough to provide accommodations for about six hundred patients now in the Colony. As the association of this hopeless class of patients with

the curable cases is detrimental to the latter, your Committee urges the erection of this building immediately. The cottages heretofore constructed, have been arranged and grouped for the free colony life and not for custodial purposes. If buildings suitable for the housing of the unimprovable patients are erected it will open up room in the present cottages sufficient to accommodate three-fourths of all the epileptics now on the waiting list.

IMPROVEMENTS.

During the year progress has been made in the general work of the Colony. Although no new buildings were erected, walks and similar improvements conducive to general betterment, were made. Cement walks have been laid from the administration building to the Pennsylvania depot and considerable grading has been done by the patients in various places upon the grounds. There are over six miles of roadway now laid out on the Colony lands and around the several groups of buildings.

EDUCATION.

A proper system of education has always been regarded as of much importance to the inmates of this institution. Many of the patients are boys and girls, and the majority of those in the Colony are of an age ordinarily considered teachable. For several years educational work has been carried on in two small classrooms for the benefit of the girls, and Sloyd classes in the industrial building have made partial provision for boys. This educational work, however, has never been extended to all the children of the Colony, as the Colony staff has held that many patients of school age are incapable of receiving benefit from the regular curriculum of the ordinary day school. Your Committee, however, is convinced that even if nothing else is accomplished by school classes, the discipline of daily attendance and regular school drill and control is of distinct value apart from the acquirement of scholastic knowledge. If all the lessons learned from books are obliterated after epileptic seizures, there will remain to the patient the habits of obedience and order and self-control which are part of the ordinary school discipline. For the purposes of discipline, therefore, there should be classes

organized to include all the younger patients in the Colony capable of instruction, and especially should provision be made for all the young boys and girls. The construction of a school and industrial building is necessary and will, therefore, be of advantage to the Colony.

Many minor improvements are needed which your Committee has heretofore recommended. All of these are incorporated in the Board's recommendations to the Legislature of 1906. Some of them are minor only in the sense that they can be delayed for a time; but they are important and should be provided for, although in the presence of the great need of extension and custodial buildings, all other needs except for suitable annual maintenance, should be considered subordinate.

Respectfully submitted,

STEPHEN SMITH, *Chairman,*

DENNIS MCCARTHY,

S. W. ROSENDALE.

Committee.

THE CRAIG COLONY FOR EPILEPTICS

AT

SONYEA, IN LIVINGSTON COUNTY, NEW YORK.

Founded in 1894

Opened February 1, 1896

for

“The humane, curative, scientific and economical care and treatment of epileptics, exclusive of insane epileptics”; and named in honor “of the late Oscar Craig of Rochester, N. Y., whose efficient and gratuitous services in behalf of epileptics and other dependent defectives the State desires to commemorate.”

THE TWELFTH ANNUAL REPORT TO THE STATE BOARD OF CHARITIES.

ADOPTED BY THE MANAGERS AT A MEETING IN SONYEA HALL AT
THE COLONY, OCTOBER 10, 1905.

General Information.

The Craig Colony for Epileptics is located at Sonyea in Livingston County, New York, about 350 miles from New York City, 70 miles from Buffalo and 40 miles from Rochester.

From New York and Buffalo it is reached over the Lackawanna Railroad and from Rochester over the Pennsylvania and Erie.

Long Distance Telephone 6A Mount Morris.

Adams Express and Western Union Telegraph Offices on the premises.

Visitors to patients admitted Wednesdays and Saturdays 10 to 12 A. M. and 2 to 4 P. M.

The Colony Estate embraces 1,900 acres.

Present population—1,200.

Number of houses—71.

State patients only received.

October 1, 1905.

BOARD OF MANAGERS.

George L. Williams.....	Buffalo, N. Y.
H. E. Brown	Mount Morris, N. Y.
Hon. James H. Loomis	Attica, N. Y.
Percy L. Lang	Waverly, N. Y.
Daniel B. Murphy	Rochester, N. Y.
Jeanette R. Hawkins	Malone, N. Y.
Abbot L. Dow	Brooklyn, N. Y.
George E. Gorham, M. D.....	Albany, N. Y.
Mrs. Edward Joy	Syracuse, N. Y.
Frederick Peterson, M. D.....	New York City.
Vacant	
Vacant	

OFFICERS OF THE BOARD.

1905—1906.

George L. Williams.....	President.
H. E. Brown.....	Secretary.
John F. Connor.....	Agent and Treasurer.

COMMITTEES.

EXECUTIVE.

H. E. Brown,	James H. Loomis,	George L. Williams,
	<i>Chairman.</i>	
Percy L. Lang,		Daniel B. Murphy.

VISITING.

H. E. Brown.	Daniel B. Murphy.	James H. Loomis.
	<i>Chairman.</i>	

AUDITING.

James H. Loomis,	H. E. Brown,	Daniel B. Murphy.
	<i>Chairman.</i>	

RESIDENT OFFICERS.

William P. Spratling, M. D.,
Medical Superintendent.

Donald L. Ross, M. D.....*First Assistant Physician.*
William T. Shanahan M., D.....*Second Assistant Physician.*
G. Kirby Collier, M. D.....*Third Assistant Physician.*
N. Bertram Ross, M. D.....*Medical Interne.*
S. H. Parker, M. D.....*Medical Interne.*
Nancy B. Craighead, M. D.....*Medical Interne.*
B. Onuf, M. D.....*Resident Pathologist.*
Truman L. Stone.....*Steward*
Mary A. Loughlin*Matron.*

ADMINISTRATIVE ASSISTANTS.

Archibald C. McFetridge.....*Bookkeeper.*
William C. Cooper.....*Bookkeeper.*
Harry R. Porter*Stenographer.*
Charlotte M. Murphy*Stenographer.*
Addie E. Yackel.....*Stenographer.*
Henry Schmelz*Apothecary.*

RESIDENT CHAPLAINS.

Rev. H. A. Crowley.....*Roman Catholic.*
Rev. L. D. Chase.....*Protestant.*

TEACHERS.

Marietta Hitchcock, Mary Tracy,
Richard Seaborn, *Sloyd Instructor.*

HEADS OF DEPARTMENTS.

Edward M. Logan.....	<i>Chief Engineer.</i>
Arthur J. Porter.....	<i>Assistant Engineer.</i>
Isaac J. McNeilly.....	<i>Plumber and Steamfitter.</i>
Clarence McNaughton	<i>Carpenter.</i>
Lewis G. Lockwood.....	<i>Painter.</i>
J. Fred Rebban.....	<i>Head Laundryman.</i>
A. J. Swift.....	<i>Dairyman.</i>
Paul R. Kingston.....	<i>Farmer.</i>
George H. Goodman.....	<i>Gardener.</i>
George Gould.....	<i>Mason.</i>
Michael Horr.....	<i>Blacksmith.</i>
A. J. Paxton.....	<i>Baker.</i>
T. A. Lamson.....	<i>Tailor.</i>
James Mannix.....	<i>Brickmaker.</i>

IN THE CARE OF PATIENTS.

Nelle A. Sullivan.....	<i>Chief Nurse Peterson Hospital.</i>
F. H. Crofoot.....	<i>Supervisor West Group.</i>
E. D. Richmond.....	<i>Supervisor East Group.</i>
Francis McConnell.....	<i>Supervisor Village Green.</i>
Miss Ella Daly.....	<i>Supervisor Women's Infirmary.</i>
Mrs. B. E. Porter.....	<i>Supervisor Women's Group.</i>

Total number of employees October 1, 1905, 167.

THE TWELFTH ANNUAL REPORT

OF THE

BOARD OF MANAGERS OF THE CRAIG COLONY FOR EPILEPTICS FOR THE
FISCAL YEAR ENDING SEPTEMBER 30, 1905.

To the State Board of Charities:

We present herewith the Twelfth Annual Report of The Board of Managers of The Craig Colony for Epileptics for the fiscal year ending September 30, 1905.

CHANGES IN THE BOARD.

Three changes occurred in the Board during the year. Prof. E. W. Huffcutt, Dean of the Law School at Cornell University, Ithaca, N. Y., resigned as Manager in the Spring to accept a notable position on a public Commission. Professor Huffcutt had been on the Board several years. He was highly esteemed by his associates as one of its most valued members. His opinion on legal matters was always cheerfully given, was clear-cut, to the point, and of great value to the Board and to the State. His resignation was deeply regretted.

Hon. John W. Nill, of Watertown, resigned last Spring. During the several years of his membership on the Board Mr. Nill evinced the keenest and most constant interest in the welfare of the Colony. His practical ideas relative to certain phases of the Colony's work made him an acquisition to the Board we could ill afford to lose.

Dr. Pearce Bailey, of New York City, who took a lively interest in the medical side of the Colony's work, left the Board by resignation during the summer. The vacancy caused by Dr. Bailey's resignation was filled by Governor Higgins when he appointed Dr. Frederick Peterson, formerly President of the Board and more recently President of the New York State Commission in Lunacy. The vacancies due to Professor Huffcutt's and Mr. Nill's resignations have not yet been filled.

BOARD AND COMMITTEE MEETINGS.

All meetings of the Board and of its constituted committees during the year were held at Sonyea. The attendance was uniformly good when we consider that in its membership the Board represents every district in the State and that some of the Managers must leave home the day preceding the meeting in order to attend the same.

The total expense incurred by the twelve Managers during the year attending meetings was \$375.98, which was less than the previous year by \$82.34.

GROWTH OF THE COLONY DURING THE YEAR.

On October 1, 1904, the census of the Colony was 898. During the year 102 patients were discharged, died or transferred and 254 admitted; making the census, October 1, 1905, 1050.

We regret that during the next 18 months or so we shall not be able to admit any new patients except to fill a vacancy now and then caused by a discharge, a death or a transfer to some other institution.

DELAY IN BEGINNING NEW BUILDINGS.

On September 5th last we opened bids for six new dormitories. All of the bids exceeded the amount of the appropriation. It will probably be necessary for us to restrict the number of the new buildings to five. A contractor who failed to have his bid at Sonyea on the specified date and hour stated in the public notices, applied to the Courts for a mandamus compelling the Board to receive and consider his bid. A decision in the matter has not yet been handed down. Because of this and other reasons we fear there will be delay in beginning the construction of the new buildings which are so greatly needed.

NUMBER OF PATIENTS AWAITING ADMISSION.

Your attention is called to that part of the Superintendent's report which deals with the large number of indigent epileptics throughout the State now awaiting admission. We feel it unfortunate that the Colony has had so little money during the past four years for providing more buildings for patients. It

is far better to provide for these people in an institution where their specialized wants can be systematically looked after and where great good can be done them in every way, than to permit them to live in County Poor and Almshouses and in indigent homes where they get practically no care or treatment whatever.

A GRAND DIVISION IN THE COLONY'S WORK.

In the Eleventh Annual Report we gave reasons why the Colony System is not adapted to the care of epileptic idiots, imbeciles, and others of low mentality. We have accumulated more than 300 of this class. Unless the law is changed we may have to take several hundred more of them. If we do take more of them it will be absolutely necessary for us to put up a suitable large building on the premises especially for them. This building would be separated from the Colony proper. It would simply be for epileptics unable to live in an open Colony System such as this institution was primarily designed to be, and such as it ought to remain.

THE COST OF MAINTENANCE LESS.

We are gratified that the cost of maintenance during the past year was lower than any year in the Colony's history. The net per capita cost was \$151.92, against \$152.42 last year; notwithstanding the fact that the cost of labor and supplies was greater, and that because of short crops last year we had to buy food supplies that we are generally able to furnish from the place, and that we were obliged to spend several hundred dollars for coal in heating the infirmaries that were unoccupied at the time.

We feel that the showing in the reduction in the per capita cost is not without credit to the Colony. In our judgment the per capita cost should never be any lower. On the contrary we believe it should be somewhat higher by increasing the pay of some employees who are very clearly underpaid at the present time, and by creating important new positions that we stand in urgent need of.

IMPROVEMENTS OF THE YEAR.

We refer you to the Superintendent's report for the details of improvements under special appropriations made during the year. They were not numerous. This was due to the fact that we had but little money to spend. The more important among them was the work in connection with the laundry, the painting inside and out and kalsomining of 29 buildings, changes in the dairy barn, grading and walks. A large amount of work under repair work should be done another year, not less than \$9,000 to \$10,000 worth.

SPECIAL APPROPRIATIONS REQUIRED IN 1906.

We give below a summary of the special appropriations the Craig Colony stands most urgently in need of another year. The reasons for each item are set forth in detail in the Superintendent's report, to which we call your attention.

A SUMMARY OF THE SPECIAL APPROPRIATIONS REQUIRED BY THE CRAIG COLONY FOR EPILEPTICS FOR ADDITIONS, REPAIRS, EQUIPMENT AND IMPROVEMENTS IN 1906.

- | | |
|---|----------|
| 1. For dormitories for 100 patients, including heating, lighting and plumbing..... | \$50,000 |
| 2. For heating the women's group from the main power plant through a brick conduit 1750 feet long, the women's group comprising 18 buildings in which 600 persons live..... | 25,000 |
| 3. For roads, for grading, for walks and for planting | 15,000 |
| 4. For furnishings for 300 patients at \$40 per patient | 12,000 |
| 5. For a service building in the women's group to include sewing rooms, school rooms, industrial rooms, exercise and amusement hall to seat 500 to 600 persons..... | 12,000 |
| 6. For a two-story and basement brick building for the storage of fire apparatus, mason's and painter's supplies and for additional fire protective appliances..... | 6,000 |

7. For an addition, one story and basement, to the Pathological Laboratory as per plans and estimate of cost by State Architect.....	\$2,500
8. For increasing the spring water supply by providing a larger pump; larger motor and larger house for pump.....	1,400
9. For moving Chestnut Cottage and repairing it for 12 to 14 patients.....	1,800
• 10. For verandas on four buildings in the women's group.....	1,800
11. For a local and long distance telephone system, the local sytem to have 30 stations on the premises.....	750
12. For putting electric light and telephone wires in conduit in women's group.....	1,475
13. For four cottages for employees.....	6,000
14. For repairs and equipment, including repairs to steward's house.....	9,000
Total...	<hr/> \$144,725

FOR MAINTENANCE DURING THE YEAR 1905-1906.

We estimate that during the fiscal year beginning October 1, 1906, we shall require for maintenance \$175,000. We ask for that amount.

VISITORS—OFFICIAL AND OTHERWISE.

The Hon. H. H. Bender, Fiscal Supervisor, made two visits to the Colony during the year. Representatives from the State Architect's office were also here.

We have been pleased to receive many Commissioners, delegates and visitors from several states in this country and from abroad who came to spend some time studying the Colony System.

THE TREASURERSHIP.

Chapter 459, Laws of 1905, consolidated the positions of "agent and treasurer." Mr. John F. Connor, who had served as treasurer of the Colony in a most efficient way since 1895, was elected by the Board to fill both positions at the same salary he had been receiving previously as treasurer.

The agent, whose work was well done, and which was brought up to October 1, 1905, was transferred to a position as book-keeper, the State Civil Service Commission approving the same.

We again ask you to help us in the work of this important charity.

George L. Williams, *President*,
H. E. Brown, *Secretary*,
James H. Loomis,
Percy L. Lang,
Daniel B. Murphy,
Jeanette R. Hawkins,
Abbot L. Dow,
George E. Gorham, M. D.,
Mary E. Joy,
Frederick Peterson, M. D.

*

•

SONYEA HALL, *Sonyea, N. Y.*,

October 1, 1905.

*Two vacancies October 1, 1905.

TREASURER'S REPORT.

To the Board of Managers of Craig Colony for Epileptics:

The Treasurer of Craig Colony for Epileptics respectfully submits the following annual report for the year ending September 30, 1905:

GENERAL FUND-MAINTENANCE.

Receipts.

1904.

Oct.	1. Bal. Treas. hands.....	\$3,600 93
	From Comptroller, Chap. 598, Laws	
	1903	14,000 00
	From Comptroller, Chap. 599, Laws	
	1903	1,018 00
	From Comptroller, Chap. 728, Laws	
	1904	135,000 00
	From Comptroller, Chap. 729, Laws	
	1904	10,665 68
	From Comptroller, Chap. 700, Laws	
	1905	3,334 32
	From clothing	11,125 68
	From private patients.....	3,554 84
	From miscellaneous earnings.....	257 57
	From home products.....	4,344 71
	From refunds	243 48
		<hr/>
		\$187,145 21
		<hr/>

Disbursements.

Disbursements, less refunds.	\$165,682 78
Disbursements, including	
refunds	165,926 26
Disbursed to State Treasurer as per Section 37,	
Chap. 580, Laws 1899...	19,282 80
Bal. Treas. hands.....	1,936 15
	<hr/>
	\$187,145 21
	<hr/>

ADDITIONAL DORMITORIES.

Chapter 729, Laws 1904.

1904.

Oct.	1. Balance, Compt. hands.....	\$9,459 13
	Received from Comptroller	
	and disbursed	\$9,459 13
		<u>\$9,459 13</u>

CLEARING AND DRAINING LAND, FRUIT TREES, ETC.

Chapter 599, Laws 1903.

1904.

Oct.	1. Bal. Compt. hands.....	\$47 90
	Received from Comptroller	
	and disbursed	\$37 50
	Bal. reappropriated by	
	Chap. 700, Laws 1905....	10 40
		<u>\$47 90</u>

FURNISHING COTTAGES AND DORMITORIES.

Chapter 729, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$302 41
	Received from Comptroller	
	and disbursed	\$291 55
	Bal. Compt. hands.....	10 86
		<u>\$302 41</u>

BRIDGE ACROSS KISHAQUA CREEK.

Chapter 729, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$0 55
	1905.	
Oct.	1. Bal. Compt. hands.....	\$0 55
		<u>\$0 55</u>

MEDICAL BOOKS AND INSTRUMENTS.

Chapter 585, Laws 1903.

1904.

Oct.	1. Bal. Compt. hands.....	\$11 64
	Lapsed	\$11 64
		<u>\$11 64</u>

REPAIRS AND EQUIPMENT.

Chapter 585, Laws 1903.

1904.

Oct.	1. Bal. in Compt. hands.....	\$97 86
	Received from Comptroller	
	and disbursed	\$85 63
	Lapsed	12 23
		<u>\$97 86</u>

PAVILION FOR CONTAGIOUS DISEASES.

Chapter 585, Laws 1903.

1904.

Oct.	1. Bal. Compt. hands.....	\$69 74
	Received from Comptroller	
	and disbursed	\$59 64
	Bal. reappropriated by	
	Chap. 700, Laws 1905...	10 10
		<u>\$69 74</u>

DORMITORIES.

Chapter 585, Laws 1903.

1904.

Oct.	1. Bal. Compt. hands.....	\$34,567 32
	Received from Comptroller	
	and disbursed	\$23,098 23
	Bal. reappropriated by	
	Chap. 700, Laws 1905...	11,469 09
		<u>\$34,567 32</u>

DORMITORIES.

Reappropriated from Chap. 585, Laws 1903, by

Chap. 700, Laws 1905.

Bal. reappropriated.....	\$11,469 09
Received from Comptroller	
and disbursed	\$7,519 27
Bal. Compt. hands.....	3,949 82
	<u>\$11,469 09</u>

STEAM CONDUIT.

Chapter 585, Laws 1903.

1904.

Oct.	1. Bal. Compt. hands.....	\$255 54
	Received from Comptroller	
	and disbursed	\$255 05
	Lapsed	49
		<u>\$255 54</u>

FURNISHINGS FOR DORMITORIES.

Chapter 729, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$1,975 59
	Received from Comptroller	
	and disbursed	\$1,908 80
	Bal. Compt. hands.....	66 79
		<u>\$1,975 59</u>

ROAD CONSTRUCTION, WALKS, ETC.

Chapter 722, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$1,528 08
	Received from Comptroller	
	and disbursed	\$1,508 60
	Bal. Compt. hands.....	19 48
		<u>\$1,528 08</u>

BRICK BAKE OVEN.

Chapter 722, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$4 01
1905.		
Oct.	1. Bal. Compt. hands.....	\$4 01
		<u>\$4 01</u>

APPARATUS, MEDICAL BOOKS AND INSTRUMENTS.

Chapter 722, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$2,063 32
	Received from Comptroller	
	and disbursed	\$2,019 36
	Bal. Compt. hands.....	43 96
		<u>\$2,063 32</u>

ANNEX TO LAUNDRY.

Chapter 585, Laws 1903.

1904.

Oct.	1. Bal. Compt. hands.....	\$1,756 56
	Received from Comptroller	
	and disbursed	\$1,756 56
		<u>\$1,756 56</u>

TWO COTTAGES FOR EMPLOYEES.

Chapter 722, Laws 1904.

1904.

Oct.	1. Bal. Compt. hands.....	\$2,609 86
	Received from Comptroller	
	and disbursed	\$2,593 51
	Bal. Compt. hands.....	16 35
		<u>\$2,609 86</u>

FURNISHINGS.

Chapter 585, Laws 1903.

Appropriation	\$5,000 00
Received from Comptroller	
and disbursed	\$2,784 18
Bal. reappropriated by	
Chap. 700, Laws 1905...	2,215 82
	<u>\$5,000 00</u>

FURNISHINGS.

Reappropriated from Chap. 585, Laws 1903, by
Chap. 700, Laws 1905.

Bal. reappropriated.....	\$2,215 82
Received from Comptroller and disbursed	\$1,537 82
Bal. Compt. hands.....	678 00
	<u>\$2,215 82</u>

FOR PAYMENT TO OLNSTEAD BROS.

Chapter 730, Laws 1904.

Appropriation	\$721 81
Received from Comptroller and disbursed	\$721 81
	<u>\$721 81</u>

REPAIRS AND EQUIPMENT.

Chapter 703, Laws 1905.

Appropriation	\$6,000 00
Received from Comptroller and disbursed	\$3,840 28
Bal. Compt. hands.....	2,159 72
	<u>\$6,000 00</u>

HOSPITAL INSTRUMENTS, BOOKS, AND EQUIPMENT.

Chapter 703, Laws 1905.

Appropriation	\$2,500 00
Received from Comptroller and disbursed	\$296 04
Bal. Compt. hands.....	2,203 96
	<u>\$2,500 00</u>

DORMITORIES FOR 200 PATIENTS.

Chapter 703, Laws 1905.

Appropriation	\$90,000 00
Received from Comptroller and disbursed	\$26 62
Bal. Compt. hands.....	\$89,973 38
	<u>\$90,000 00</u>

LAUNDRY MACHINERY.

(Equipment to Laundry.)

Reappropriated from Chap. 425, Laws 1902, by
Chap. 729, Laws 1904.

Appropriation	\$925 00
Received from Comptroller and disbursed	\$925 00
	<u>\$925 00</u>

SEWAGE DISPOSAL.

Reappropriated from Chap. 585, Laws 1903, by
Chap. 700, Laws 1905.

Appropriation	\$2,000 00
Received from Comptroller and disbursed	\$872 10
Bal. Compt. hands.	1,127 90
	<u>\$2,000 00</u>

CONDUIT, ETC., PETERSON HOSPITAL, HEATING PATHO-
LOGICAL BUILDING.

Chapter 722, Laws 1904.

Appropriation	\$300 00
Received from Comptroller and disbursed	\$194 44
Bal. Compt. hands.	105 56
	<u>\$300 00</u>

DEVELOPING, MAINTAINING AND EXTENDING INDUSTRIES.

Chapter 599, Laws 1903.

1904.

Oct. 1. Bal. Compt. hands.	\$1,677 67
Received from Comptroller and disbursed	\$579 35
Lapsed	1,098 32
	<u>\$1,677 67</u>

DEVELOPING, MAINTAINING AND EXTENDING INDUSTRIES.

Chapter 729, Laws 1904.

Received from T. L. Stone, Steward (Sale of Farm Products), and for- warded to State Treasurer.....	\$4,334 32
Received from Comptroller and disbursed	\$2,146 23
Bal. Compt. hands.....	2,188 09
	<hr/>
	\$4,334 32

All of which is respectfully submitted,

JOHN F. CONNOR,

Agent and Treasurer.

We hereby certify that we have examined the foregoing Treasurer's Report for the year ending September 30, 1905, have compared the same with the Treasurer's books and vouchers and with the Superintendent's books and report, and we believe the same to be correct.

Auditing Committee: { H. E. Brown,
James H. Loomis,
Daniel B Murphy.

THE ANNUAL REPORT

OF THE

MEDICAL SUPERINTENDENT TO THE BOARD OF MANAGERS FOR THE YEAR ENDING SEPTEMBER 30, 1905.

SONYEA HALL, SONYEA, N. Y., October 1, 1905.

To the Board of Managers of The Craig Colony for Epileptics:

When the new buildings authorized by the last Legislature are completed and occupied there will be 1250 patients at Sonyea. There are 1050 here now. Bids for the new buildings were opened September 5 last. Contracts for them have not yet been awarded. It is not probable that they will be ready for occupancy before the spring or summer of 1907.

A Foreword on Future Development; How much larger ought the Colony to be.—Ten years ago it was thought that the Colony might ultimately care for 1800 to 2000 patients. But in the light of ten years' experience, we raise the question before it is too late as to whether the Colony should ever be so large.

There are numerous arguments—economic, medical, scientific and practical in favor of the smaller Colony, while there are two only in favor of the larger.

I am unqualifiedly of the opinion that with the exception of the two features of custody and cost, more good will come from a Colony of 1200 to 1400 than from one of 1800 to 2000. It costs less per capita to keep 2000 than it does to keep one-half or two-thirds of that number.

The wholesale treatment of epilepsy does not make for individuality which is the one great essential in its treatment.

It is only the little things that count in the treatment of this strange malady and these cannot be properly observed when the population is overtowering, cumbersome and unwieldy—when the personal element ceases to be a factor, when individuals pass into mere numbers, when a large mass gets custodial care instead of a smaller number getting proper treatment, education, occupation, and where they are studied daily as to their individual needs. By every consideration—every argument possible—under

science and medicine the smaller Colony is the one that makes for the greater good in all ways save that of custody alone.

The Time for a Decision has come.—The time has come when the management of this Institution must decide a question of first importance affecting its future development. Shall we continue to enlarge the Colony by admitting patients of all types until our population reaches 1800 to 2000; or shall we check its growth when we have reached 1200 to 1400? If the former is to be our policy—if we are to reach 1800 to 2000—we must make a radical change in the manner of caring for approximately a third of our population.

About 300 patients now at Sonyea belong to the infirmary class. They are absolutely helpless, wholly dependent upon someone to feed, bathe, clothe, and care for them after the manner of a young child. When our population reaches 1800 to 2000 there will be 500 to 600 patients of this class on the premises. If more of them than we have now are to be received we should make a grand division in the work of the Colony by segregating in a single large building all patients of the infirm class.

This building should be isolated from the Colony proper. Its inhabitants would have no part—could have no part—in the daily life of the place. They are set aside for the best custodial care at the least expense. When we have done that much for them, we have done all.

This is a problem to which I invite your serious attention. If we adopt such a plan we will require an appropriation of \$250,000 for carrying it out. Its adoption would benefit dependent epileptics in every county in the State we are unable to help at the present time.

Changes in the Census during the Year.—A year ago we had 898 patients—513 males; 385 females. Now we have 1050—575 males; 475 females, a gain of 152 during the year. 1050 will probably be the daily average for the next 18 months or until the 5 or 6 new cottages are ready for occupancy.

The daily average number under treatment during the year was $992\frac{260}{1000}$ against $836\frac{789}{1000}$ during the previous year.

Epilepsy a Dangerous Disease.—It is a mistake to suppose that epilepsy is not a dangerous disease. Two hundred and eighty-

six deaths have occurred at the Colony since it was opened. It is interesting to note how frequently epilepsy itself was the leading cause of death.

- 25 died from asphyxia due to seizures,
- 37 in status epilepticus,
 - 4 from acute delirium following epileptic attacks,
 - 14 as a result of serial attacks,
 - 11 while in seizures,
 - 1 from an injury received during an attack—fracture of the skull.

All told 92 deaths—equal to 32% of the entire number that occurred at the Colony in nine years, were directly due to epilepsy.

The percentage of deaths of the daily average number under treatment during the year was $6\frac{1}{2}$ which was low for such a population.

There was one case of auto-asphyxia—the second suicide at the Colony in ten years. Self-destruction in epilepsy is rare.

Earlier Admissions would Result in More Cures.—Twenty-five only of the 1877 patients admitted to the Colony to this time—equal to approximately $1\frac{1}{4}$ %—had suffered from epilepsy less than a year at the time of their admission.

- In 73 the disease had existed 1 to 2 years;
- In 314 from 2 to 5 years;
- In 476 from 5 to 10 years;
- In 661 from 10 to 20 years;
- In 328, 20 years and over.

Two hundred and sixty-four of the 1877 patients admitted in all had a paralysis of some type when admitted—the infantile palsies being by far the most common. This shows in part the helplessness of the class we care for.

Liability to Injuries.—Two hundred and twenty-four injuries to patients unavoidably received during attacks were recorded during the year. Such injuries are sometimes severe, fractures of the skull, jaw, and other bones not infrequently occurring. Contused and incised wounds about the face and scalp are common.

Irrational Ideas.—It is not uncommon for patients to experience great distress when about to have a seizure. The feeling is

not unlike that of being choked, and is due to muscular contraction about the neck and chest. When the attack is over the patient is apt to accuse his attendant of violence.

Relief for Employees Injured by Patients.—In my judgment it would be a matter of equity and justice for the State to give relief to employees injured by patients while such employees were engaged in the discharge of their duties.

Four times of late years employees of the Craig Colony have been dangerously assaulted by patients, the last assault occurring three months ago, a farm laborer having his skull badly fractured by a pitchfork in the hands of a patient mentally incompetent at the moment. While danger to the employee's life seems to have passed, his injury promises to affect his health to some extent permanently.

In such cases it would seem that employees should be entitled to a reasonable and just pension or sum for damages from the State.

Epilepsy a Disease of Early Life.—One thousand five hundred and ninety—equal to approximately 80% of the 1877 patients admitted to the Colony to this time—acquired the disease before the 20th year. Epilepsy is more common between birth and the 5th year than at any other period, the next most common period being between the 10th and 15th years.

Up to the 20th year the sexes are afflicted alike. After that the disease is more common in males by 20%. The difference is due to man's drinking habits, to syphilitic infection of the brain, to accidents and injuries due to his more hazardous occupations.

Grand Mal is the most common type of epilepsy; next Petit Mal; Psychic and Jacksonian following in nearly the same ratio, both the latter in pure form being comparatively rare.

No two cases of epilepsy are just alike. This makes a rigid, personal examination of a patient an absolute prerequisite for successful treatment.

The Work of the Physicians.—In a community of more than a thousand invalids all suffering from epilepsy, many of whom have also acute diseases and surgical conditions that require treatment, my colleagues at the Colony find little time for idleness.

Their regular hours of duty are from 8 A. M. to 6 P. M., but there is not one of them who does not give an hour or more to professional work every evening and often several hours during the night.

Isolated as we are from the great medical centers our physicians and surgeons have perforce to accept grave responsibilities and to perform the most complex and delicate surgical operations. We have on file at this moment written permissions for 30 major operations like ovariectomy, trephining and the radical cure of hernia.

On October 1, 1905, the work of the physicians was apportioned as follows:

Dr. D. L. Ross, First Assistant Physician; office hours in Son-yea Hall, 8 to 9 A. M.; 11 to 12 A. M.; 4 to 5 P. M.

While not in the office Dr. Ross will be engaged in inspecting on alternate days the work of the medical department in the male and female divisions; in looking after civil service examinations, the employment of nurses, attendants and cooks, inspecting and regulating school work, seeing that all records and data in the medical department are written to date and acting as Superintendent in the latter's absence.

Dr. William T. Shanahan, Second Assistant Physician, will continue in charge of the Women's Division in which there are now 475 patients. Dr. Shanahan has the entire charge of the medical work of this division, acts as consulting surgeon to the Peterson Hospital which he visits daily and where he performs many of the more important surgical operations, having had a special training for such work. Dr. Shanahan's administration of the Women's Group has been very satisfactory.

Dr. G. K. Collier, Third Assistant Physician, took charge of the Peterson Hospital October 1, 1905. He has the immediate care of all patients acutely ill or who have had a surgical operation. Many of these operations are performed by Dr. Collier. He also has charge of the Village Green. In all his work he has given complete satisfaction.

Dr. N. B. Ross has charge of the West Group and the Men's Infirmary, a difficult service that he has managed in a very able, conscientious and satisfactory manner.

Dr. Nancy B. Craighead and Dr. S. H. Parker, Medical Internes, act as assistants to Dr. Shanahan in the Women's Group. In the brief time they have been at the Colony both have shown commendable aptitude for the work they have to perform.

I am much gratified at the work done by the physicians at the Colony during the past year. All have done their best. I desire to see them better paid.

A YEAR OF GREAT INDUSTRIAL PROSPERITY AT THE COLONY: THE PEOPLE AT THE COLONY PRODUCERS AS WELL AS CONSUMERS.

The year just ended was one of great prosperity along industrial lines at the Colony. The products of the farm and garden and the various industries were the largest they have been in the history of the institution.

The dairy made an excellent showing. The milk of each cow at 3 cents a quart was worth \$97.89. The cost of keeping each cow was \$36.71, leaving a net profit on each cow of \$61.18. The total value of the dairy products was \$5,002.21. It cost \$2,893.64 to run the dairy. This left a net profit of \$2,108.57.

We obtained from sheep during the year \$427.21; from swine, \$2,072.18. We must deduct from this \$413.63 for feed and care, leaving a net profit from the hogs of \$1,658.55.

Four hundred and twenty-five thousand brick were made that were worth \$3,081.25. It cost \$805 to make them, leaving a net profit of \$2,276.15.

By referring to the Steward's report we note that the value of other industries—most of which work was carried on by patients under a paid foreman—was worth \$17,358.94. If we had more help to train more raw and unfit epileptic labor, the industrial side of the Colony could be made far more valuable than it is to-day.

SHOWING THE NUMBER OF DEPENDENT EPILEPTICS IN THE STATE
BY COUNTIES ON OCTOBER 1, 1904, AS REPORTED BY THE SUPERIN-
TENDENTS OF THE POOR TO THE STATE BOARD OF CHARITIES.

County.	Number.
Albany.....	14
Allegany.....	None
Broome.....	5
Cattaraugus.....	1
Cayuga.....	4
Chautauqua.....	2
Chemung.....	4
Chenango.....	None
Clinton.....	3
Columbia.....	4
Cortland.....	11
Delaware.....	4
Dutchess.....	2
Erie.....	72
Essex.....	5
Franklin.....	1
Fulton.....	1
Genesee.....	3
Greene.....	2
Hamilton.....	None
Herkimer.....	2
Jefferson.....	No report
Kings.....	26
Lewis.....	18
Livingston.....	2
Madison.....	6
Monroe.....	5
Montgomery.....	None
Nassau.....	No report
New York.....	498
Niagara.....	No report
Oneida.....	11
Onondaga.....	10
Ontario.....	4
Orange.....	9
Orleans.....	3
Oswego.....	10
Otsego.....	12
Putnam.....	No report.
Rensselaer.....	4
Richmond.....	10
Rockland.....	None
St. Lawrence.....	8
Saratoga.....	2
Schenectady.....	None

County.	Number.
Schoharie.....	No report
Schuyler.....	None
Seneca.....	No report
Steuben.....	3
Suffolk.....	8
Sullivan.....	2
Tioga.....	None
Tompkins.....	None
Ulster.....	5
Warren.....	2
Washington.....	None
Wayne.....	7
Westchester.....	No report
Wyoming.....	21
Yates.....	18
Total.....	844

A LONG STEP FORWARD; A NEW LAW THAT MAKES FOR GREATER LATITUDE IN THE PROSECUTION OF SCIENTIFIC WORK.

After three years persistent effort we are gratified to report that the last Legislature with the approval of the Governor gave the Craig Colony the right to make autopsies on patients dying at the Colony who had been supported therein wholly at the public expense.

The powers conferred by this act have not worked hardship in any case. We still try to get consent for autopsies in every case possible.

Such a law as this will aid in the elucidation of the problems underlying the etiology of *the strangest disease in human history*, and every public institution in the State should have a similar one.

The Colony is indebted to the Hon. James W. Wadsworth, Jr., Member of the Assembly from Livingston County, for his persistent and untiring efforts in procuring the autopsy law in the following form:

(The Superintendent shall) "Have power, subject to the supervision and control of the board of managers, in case of the death of any patient at such institution who shall have been maintained therein wholly at public expense, to make or cause to be made at the said Craig Colony by a member or members of its medical staff an autopsy on the body of such patient, provided that such autopsy be made not later than twelve hours after the death of such patient and that it be confined exclusively to the brain.

and made in such manner as will cause the least possible mutilation, and provided also that the said Craig Colony shall print conspicuously upon all application blanks used in admitting patients to the institution the fact that the officers of said Colony have the above stated powers in relation to the making of autopsies.

This act shall take effect immediately."

It became a law May 16, 1905.

THE CURABILITY OF EPILEPSY; ARREST OF ATTACKS OFTEN A MATTER OF RIGHT LIVING; SOME SEEMINGLY TRIVIAL CAUSES OF THE RISE AND FLOW OF EPILEPTIC CONVULSIONS.

Epilepsy belongs to the category of nervous diseases difficult to treat. In its treatment we must have the greatest respect for the smallest things. This respect must never relax.

Many epileptics who cannot be completely cured may be made to enjoy long immunity from attacks by adhering strictly to a proper mode of living; so that freedom from epilepsy is often merely a matter of right living. Scores of epileptics now at the Colony who seldom have attacks cannot live anywhere else in the same way. Some go a year or longer without a seizure and think they are cured only to be disillusioned when they quit the Colony and the wholesome ways of living they have to observe while here.

The Evil Effects of Patients going on Visits.—W. B., a patient at the Colony, went on a vacation for a month last July. When he went away he had been twelve months without a seizure and in twelve months more would have been discharged cured. He returned to the Colony ten days before his month's leave of absence was up for the reason that he had five attacks at home in twenty days.

He let down the bars and disease stepped in.

E. B. went a year and a half at the Colony without a seizure and then left the Colony against our advice. Shortly after he got home he had a seizure.

Numerous similar instances might be cited.

Indiscretions in diet, in drinking, in matters of personal conduct—many things cause epileptic seizures when patients are removed from the restraining influences of Colony life.

Percentages of Cures in Chronic Cases.—In 5% to 10% of the chronic cases we get we can effect a complete cure. In others we can arrest the seizures indefinitely if the patient will live

rigorously in the prescribed manner. The second best use of the Colony System—cure being first—is in the treatment of this class. That is the reason why the Craig Colony should be made more homelike, more attractive, more sympathetic in the quality of its work and better fitted in every way to do what is required of it than its present development permits.

How infinite is the sense of relief when freedom from epilepsy is attained only those who have experienced such relief can ever know. The unspeakable horrors of the strangest disease in human history have been told me by thousand of sufferers during the past fifteen years: complete relief from its horrors by many scores.

Epilepsy is a curable disease.

THE UNDERLYING PRINCIPLES OF TREATMENT.

The first essential in the treatment of epilepsy is the treatment of the individual. To ignore the person and treat only the symptom is not a course that invites the best results.

At Sonyea we devote the first efforts to the treatment of the individual in toto. By doing this we find it possible to overcome seemingly fundamental defects that no exclusive method of combating could ever rectify, and while this is the first factor in treatment it is far from being all of it. To specify the rest would take a volume.

We lay no claim to originality in its use, but we do claim that the Craig Colony was the first to apply it in the treatment of epilepsy. The same course was followed in the treatment of pulmonary tuberculosis some time prior to the establishment of the Craig Colony.

So long as pulmonary tuberculosis remained largely a drug-treated disease it was seldom cured, but when it was found that a broader plan of treatment was required, that the individual should be taken in hand and treated also, that he should be made to live for months and sometimes for years under prescribed conditions, rigid in character, cures in tuberculosis became encouragingly frequent.

It is my conviction that when epilepsy comes to be as rationally treated as tuberculosis is growing more and more to be, the percentage of cures in epilepsy will be as high as they are in insanity—25% to 30% or more.

"In looking backward over the development of the tuberculosis problem we cannot but be struck with the marked change that has been wrought in the attitude of both the profession and the laity towards this disease. Twenty-five years ago it was one of hopeless indifference; to-day it is one of hopeful expectancy and interest.

"At that time the consumptive hospitals and the wards for consumptives in general hospitals were so depressing a spectacle, and their death rate so appalling, that they were frequently given up and their establishment discouraged by the profession as useless and only likely to prolong the consumptive's life.

"To-day we know that we can save one-third of all cases received for treatment at a modern sanitarium."

(Trudeau in a lecture before the Henry Phipps Institute, Philadelphia, October, 1903.)

Dr. Trudeau adds that 31% of all cases discharged from the Adirondack Cottage Sanitarium from two to seventeen years have remained well and that 66% of the incipient cases discharged during the same time continued well.

I do not for a moment argue any similarity whatever between the pathogenesis of epilepsy and that of tuberculosis. The two diseases are as widely dissimilar in every respect as it is possible for two diseases to be. I only argue in favor of recognizing that the epileptic is the victim of a deep-seated condition, the eradication of which cannot be accomplished by a single narrow line of medical treatment.

OUR ESTIMATE OF THE VALUE OF THE BROMIDS IN EPILEPSY.

One of the better methods of treating epilepsy of late years has been a reduction in the amount of the bromids given. The use of this drug in convulsive disorders is well-nigh universal. It has substantially become a household remedy and in proportion to the immense liberality of its use in epilepsy, it has been as generously abused.

Many epileptics respond well to the suppressive effects of bromid, but suppression is not cure. The bromids have a limited value in holding epileptic attacks in abeyance while other forms of treatment that aim at the removal of the cause have a chance for action.

Not more than one-half of the cases of epilepsy that apply to us for treatment should be given bromid in any form. Its unlimited use is disastrous. The dose as generally administered is too large. It is seldom necessary to give more than 12 to 15 or 20 grains of the bromid of potassium three times a day as a routine treatment for any length of time, while 8 to 10 grains is generally sufficient under guarded administration. Emergency doses to check "serial attacks" or "status epilepticus" may be much larger. Patent nostrums uniformly recognize *the suppressive action* of the bromids in epilepsy. Analysis of 27 such nostrums proved the basis of them all to be bromid of potassium. The use of such nostrums under lay administration is dangerous.

RECORD OF EPILEPTIC SEIZURES DURING THE YEAR.

So far as possible we record every epileptic seizure that occurs at the Colony. All persons employed in the care of patients instantly note every seizure at the moment of its occurrence, writing down the exact hour, the type of the seizure and its duration.

Now and then a psychic or nocturnal seizure may be overlooked, but not often.

Below is a monthly and yearly summary of the seizures during 1904 and 1905—October to October. Some patients go 3 to 6 months or longer free from attacks; others have several hundred a day.

	MEN.			WOMEN.			Total for Month.
	Day.	Night.	Total.	Day.	Night.	Total.	
1904.							
October.....	2,507	2,427	4,934	2,374	1,856	4,230	9,164
November.....	2,235	2,677	4,912	2,259	1,788	4,047	8,959
December.....	2,363	2,396	4,759	2,703	2,060	4,763	9,522
1905.							
January.....	2,866	2,364	5,230	3,062	2,244	5,306	10,536
February.....	2,636	2,233	4,869	2,822	2,101	4,923	9,792
March.....	3,309	2,367	5,676	3,279	2,271	5,550	11,226
April.....	2,964	2,407	5,371	2,886	2,058	4,944	10,315
May.....	3,775	3,162	6,937	3,657	2,629	6,286	13,223
June.....	3,832	2,809	6,641	3,969	2,408	6,377	13,018
July.....	4,325	3,782	8,107	3,573	1,928	5,501	13,608
August.....	3,909	3,716	7,625	3,452	2,268	5,720	13,345
September.....	2,515	3,220	5,735	4,496	2,635	7,131	12,866
Total.....	Male,		70,796	Female,		64,778	
Grand total.....							135,574

BIOGRAPHS OF EPILEPTIC SEIZURES.

For several years we endeavored to secure a set of pictures that when thrown on a screen would reproduce different types of epileptic seizures in the minutest detail. Perfect biographs, or living pictures, taken during an attack was the only way of doing this.

Dr. Walter G. Chase of Boston came to the Colony last summer and at a personal expense of \$1,100 succeeded in perfectly recording on films different forms of epileptic attacks that when reproduced on a screen at a rate of 900 a minute, absolutely reproduces an attack from start to finish. A prognosis of the form of epilepsy can readily be made from these pictures alone.

The work required the greatest tact and perseverance but the results are worth what they cost. It is safe to say that not five medical students in a hundred ever see an epileptic seizure while attending lectures and many fail to do so after they enter practice.

Other pathologic movements such as nystagmus, hemiplegic and other gaits have been as faithfully recorded by Dr. Chase in the same manner.

In all nearly 25,000 separate pictures of epileptic seizures have been made on such films at the Colony. This is the first time that epileptic attacks have been successfully biographed. The work is not only extremely interesting but it is educational as well.

DAILY APPEALS FOR ADMISSION; HUNDREDS ON THE WAITING LIST.

Not a mail is received at Sonyea that does not bring urgent—often pitiful—appeals for the admission of patients. Every applicant thinks his case the most deserving and with his friends he begs hard and persistently for recognition ahead of the rest.

In selecting new comers we aim to observe strict impartiality by giving equal representation to the 61 Counties of the State based on the last reported epileptic population of that County.

Counties that fail to comply with the law and file a census of their epileptics with the State Board of Charities annually, as the law requires, may not be permitted to send patients to the Colony.

Notwithstanding the Colony's steady growth the waiting list of prospective colonists is larger at this time than it has ever been before.

The only way we will be able to admit new colonists during the next 18 months or 2 years will be to fill vacancies caused by discharges now and then.

THE CRAIG COLONY TRAINING SCHOOL FOR NURSES.

Announcement 1905—1906.

Lecturers and Instructors.

William P. Spratling, M. D., *Medical Superintendent.*

Donald L. Ross, M. D., *First Assistant Physician.*

W. T. Shanahan, M. D., *Second Assistant Physician.*

G. Kirby Collier, M. D., *Third Assistant Physician.*

Nancy B. Craighead, M. D., *Woman Medical Interne.*

N. B. Ross, M. D., *Medical Interne.*

S. H. Parker, M. D., *Medical Interne.*

B. Onuf, M. D., *Pathologist.*

Miss M. A. Loughlin, *Matron.*

Mr. H. Schmelz, *Apothecary.*

The Craig Colony Training School for Nurses was established in 1897. The course covers two years. Lectures, recitations and demonstrations are given weekly. Instruction is given in the care and treatment of all classes of patients at the Colony, in the preparation and serving of food for the sick; the observation of symptoms; the keeping of clinical records; the preparation and administration of medicines; the use of weights and measures; and the proper manner of dealing with emergencies.

Special attention is given to epilepsy and the proper care and treatment of epileptics with the view of rendering all pupils thoroughly familiar with the class of patients cared for at the Colony.

Members of the training class may consult books in the medical library.

Members of the Senior Class are detailed to serve in the wards of Peterson Hospital, where special instruction will be given in general medical and surgical nursing. Women members of the Senior Class are detailed to assist in gynecological examinations and operations.

On completing the course and passing the examination, pupils are given a diploma and classed as nurses, with the increased pay attached to such rank.

All pupils are required to attend the lectures and other means of instruction regularly unless excused by a medical officer. Three unexcused absences will be considered due cause for dismissing a pupil from the school. Entrance to Training Class not permitted later than November 1st.

The following books are recommended for reference, though pupils will be expected to get their information, principally from the lectures and demonstrations: Domville, "Manual for Nurses;" Fullerton, "Surgical Nursing;" Kimber, "Anatomy and Physiology for Nurses;" Stoney, "Materia Medica for Nurses;" Weeks-Shaw, "Text Book of Nursing;" Gould's "Thirty Thousand Medical Words Pronounced and Defined."

CALENDAR

1905-1906.

Junior Class.

September 1, 7:30 P. M.....	Entrance Examination
October 4—December 22.....	Dr. Collier
December 24—January 2.....	Vacation
January 3—January 27.....	Dr. Onuf
January 15, 7:30 P. M.....	Midwinter Examination
January 31—March 30.....	Dr. N. B. Ross
April 1—April 29.....	Dr. Parker
May 2.....	Examination.

The Junior Class will meet for lectures and demonstrations on Wednesdays at 7:30 P. M. and on Fridays at 3 P. M. during the session.

CALENDAR

1905-1906.

Senior Class.

October 3—December 6.....	Dr. Shanahan
December 11—February 17.....	Dr. Craighead
December 24—January 2.....	Vacation
January 15, 7:30 P. M.....	Midwinter Examination
February 20—March 10.....	Dr. Spratling
March 13—March 17.....	Dr. Onuf
March 20—April 7.....	Dr. Ross
April 10—April 18.....	Dr. Craighead
April 20—April 28.....	Dr. N. B. Ross
May 1.....	Final Examination.

The Senior Class will meet on Tuesdays at 3 P. M., and Fridays at 7:30 P. M. during the session.

During the session members of the Senior Class will be detailed for instruction in the drug room by Mr. Schmelz in the recognition of the commoner drugs and pharmaceutical preparations; the preparation of medicines; the use of weights and measures, and the examination of the urine.

It will be the duty of all physicians connected with the Training Class to give practical instruction to members of the Class whenever opportunity affords. Members of the Senior Class will be required to have had three months experience at infirmaries and two months at hospital, or an equivalent.

LECTURES—JUNIOR CLASS.

October 4 to December 22—22 hours.

DR. COLLIER.

1. The skeleton. Classification of bones.
2. The skull and spinal column.
3. The extremities.
4. Pelvis and thorax.
5. Joints.
6. Anatomy and physiology of muscles.
7. Skin, mucous and serous membranes.
8. The anatomy and physiology of the circulatory system.
9. Anatomy and physiology of the blood.
10. The respiration system.
11. Composition of food.
12. Proximate principles of human body.
13. Anatomy and physiology of mouth, teeth, salivary glands and oesophagus.
14. The stomach, intestines, pancreas and liver and physiology of absorption.

January 3 to January 27—6 hours.

DR. ONUF.

1. Anatomy of brain and spinal cord.
2. Physiology of brain and spinal cord.
3. Anatomy and physiology of peripheral nerves.
4. The normal reflexes.
5. Cerebral localization.
6. The sympathetic system.

January 31 to March 30—16 hours.

DR. N. B. ROSS.

1. Anatomy and physiology of organs of special senses.
2. Air: Its composition and impurities; ventilation.
3. Water: Composition, impurities, sources, water-borne diseases; methods of purification.
4. Micro-organism and modes of infection by bacteria.
5. Quarantine; disinfection and disinfectants.
6. Asepsis.
7. Preparing for surgical operations.
8. Symptomatology: Pulse, respiration, temperature, etc.
9. The keeping of clinical records.

April 1 to April 29—8 hours.

DR. PARKER.

Instruction in bandaging, etc., will be given during this time by Dr. Parker.

LECTURES—SENIOR CLASS.

October 3 to December 6—18 hours.

DR. SHANAHAN.

1. Fractures and dislocations.
2. Surgical landmarks.
3. Hernias and tumors.
4. Inflammation.
5. Wounds.
6. The control of hemorrhage.
7. Anesthesia.
8. Artificial respiration.
9. Emergencies.
10. Poisons.
11. Genito-urinary diseases. To men students only.
12. Diseases of rectum and anus. To men students only.

December 11 to February 18—18 hours.

DR. CRAIGHEAD.

1. Pregnancy. To women students only.
2. Parturition. To women students only.
3. Hysteria and neurasthenia.

4. History-taking in epilepsy.
5. Insomnia and treatment.
6. Infectious diseases in general.
7. Erysipelas.
8. Tuberculosis.
9. Respiratory diseases.
10. Diseases of heart.
11. Digestive disorders.
12. Rheumatism.
13. Diseases of kidneys.

February 10 to March 10—6 hours.

DR. SPRATLING.

Six lectures on epilepsy.

March 13 to March 17—2 hours.

DR. ONUF.

Two lectures on symptomatology of nervous diseases.

March 20 to April 7—6 hours.

DR. ROSS.

1. Nature and causes of insanity.
2. Delusions, illusions, hallucinations.
3. Relation of insanity to epilepsy.
4. Mania and melancholia.
5. Idiocy, imbecility, dementia.

April 10 to April 18—3 hours.

DR. CRAIGHEAD.

1. Local gynecological applications. To women students only.
2. Catheterization, enemata, douches. To women students only.
3. Menstruation and its disorders. To women students only.

April 20 to April 28—4 hours.

DR. N. B. ROSS.

1. Local applications.
2. Dressings, surgical instruments, etc.
3. Examination and care of eyes, nose, ears, mouth and throat.
4. Methods of administering medicines.

DR. PARKER.

Quiz Class.

Quiz classes are held each week on Saturday evening for the members of both Senior and Junior Classes—one Saturday evening for the Senior, the following for the Junior.

All attendants not graduates of a training school for nurses, who enter the service of the Colony prior to November 1st of each year, are expected to become members of the Training Class for Nurses.

A GRAND MAL EPILEPTIC ATTACK, SEPTEMBER 13, 1905—

11:30 A. M.

For about two hours before the attack the patient was irritable, her face pale, and she seemed very stupid. There was no exciting cause of the attack; she was not employed at the time, she was standing when suddenly, with a frightened expression, hands placed over epigastric region, she turned about quickly and cried, "I am going to have a fit." Shrieking twice, she staggered about for a few seconds and fell to the floor, consciousness being entirely lost.

All the muscles seemed involved, but those of the left side seemed most affected. The patient's body turned toward the left, the left arm was thrown over her head, the fingers of the left hand were semiflexed, wrist flexed, hand turned inward and elbow flexed. The right arm was thrown outward from the body with semiflexion of fingers, and slight flexion of the elbow. The ankles were flexed, knees drawn up, and widely separated. Her feet were turned inward, with knees flexed. This position of the limbs was maintained for a few seconds only and was followed by a straightening of the limbs. The head was drawn forward to the left, with mouth partly open and the eyes wide open—the eyeballs turned toward the left with dilated pupils and congested conjunctiva. After a few seconds the mouth closed and the tongue was badly lacerated. The tonic period lasted thirty seconds. During the clonic period which lasted thirty seconds, the muscles relaxed. the head rolled from side to side, face cyanosed.

The stertor period was of thirty seconds' duration followed by deep breathing, the patient blowing froth from the mouth at each expiration.

The skin of the face and hands were moist with perspiration. Urine was voided during the tonic spasm, but there was no evacuation of the bowels.

At the expiration of the stertor period, consciousness returned and the patient sat up. She attempted to rise, but it was impossible for her to do so.

Speech, immediately after the seizure, was difficult and incoherent. She soon fell into a deep sleep from which she awoke complaining of headache and great muscular soreness. Stupid and despondent for remainder of the day.

There was no hemorrhage or accident during attack. Temperature 96 9-10. Pulse 100. Respiration 22 immediately after attack.*

THE FURTHER DEVELOPMENT OF A VALUABLE INDUSTRY; REASONS WHY WE SHOULD MAKE BRICK THE YEAR AROUND.

Brick making is our best industry. We have a bed of clay that will last 200 years if we make half a million brick a year from it.

We began the industry with a lot of second-hand machinery nine years ago and we have made \$1,800 to \$2,000 out of it annually. It costs \$2.30 to \$2.40 a thousand to make brick. We can always sell them at the market price. Last year we sold for \$6.50 a thousand in the kiln. This year we will get \$7.25 a thousand at the yard.

The present plant can be operated only during the summer months. We can put in a plant that can be operated the year around with the possible exceptions of January and February. Such a plant would cost about \$3,000. With an output of a million brick a year the revenue from their sale would more than pay for the enlarged yard the first year.

Sooner or later we might make other clay products, particularly drain tile, but more and better brick should come first.

SPECIAL APPROPRIATIONS THE CRAIG COLONY FOR EPILEPTICS SHOULD HAVE IN 1906 WITH THE REASONS THEREFOR.

The Colony's wants continue to be numerous. It is the only place of the kind in a State in which the epileptic population reaches the high plane of 14,000 to 15,000.

*NOTE—The foregoing description of an epileptic seizure was written by Mrs. A. J. Porter, a graduate of the Craig Colony Training School for Nurses—1900.

Constant repairs are required to most of the 71 buildings on the premises, for epileptics are proverbially destructive. To neglect such work one year means a greater necessity for it at a greater cost another year. We ought not to fail to procure money to keep this great estate in all its parts in good condition.

Item 1. For Dormitories for 100 patients including heating, lighting, and plumbing..... \$50,000

The census of the Colony on the first day of June last was 1,006. On June 2nd we received from the State Board of Charities a census of the dependent epileptics in the State by counties. This census showed there were 844 in the 61 counties. Between June 1 and October 1 we admitted 44 new patients. The new buildings for which we now have money will accommodate between 150 and 200 more. This will still leave hundreds on the waiting list.

It is apparent that the \$50,000 for additional dormitories is a necessity.

Item 2. For heating the Women's Group from the main Power Plant through a brick conduit 1750 feet long, the Women's Group comprising 18 buildings in which 600 persons live \$25,000

This matter has been mentioned in several previous reports. The Legislature of 1904 gave us an appropriation of \$22,950 for the purpose, but the item was vetoed by the Governor.

In my judgment no more important piece of work needs to be done at the Colony than this. Not only would it simplify the matter of heating and providing hot water for 18 buildings in the Women's Group in which 600 persons live, but after the cost of its construction was met, the State would save fully \$5,000 annually on the cost of coal alone. The buildings in the Women's Group are white. This requires anthracite coal in the present heating plant in the Group. To burn soft coal there would quickly destroy the beauty of the Group.

We have increased the amount of this estimate over the estimates of previous years by \$2,050 because of the increase in the cost of labor and materials. I do not say we can do the work now by contract for \$25,000, but I am confident we can do it

for that by days' labor. If it is to be done by contract 15% to 35% should be added to the amount asked for.

Item 3. For roads, for grading, for walks and for planting \$15,000

We desire to build a good road across the premises—the county highway. We had hoped to do this last year, securing an appropriation for it, but the item was vetoed by the Governor.

The State Engineer estimated the cost of this piece of road—11¼ miles—at \$7,200. In addition to this we want to build a mile of roadway on the premises, lay cement walks on the Village Green and in the Women's Group, and do necessary grading in these Groups.

Item 4. For furnishing for 300 patients at \$40 per patient \$12,000

We had no special appropriation for furnishing this year, notwithstanding the fact that we got \$90,000 for new dormitories. It will be necessary another year to have money for furnishing the new buildings about to go up, and for the 100 additional patients in the dormitories asked for in this appropriation.

Item 5. For a Service Building in the Women's Group to include sewing rooms, school rooms, industrial rooms, and Amusement Hall to seat 500 to 600 persons.... \$12,000

This appears on the Colony plan as building No. 4. It is located in the center of the Women's Group immediately in the rear of the Villa Flora.

Sixty to seventy-five epileptic girls now attend school in a building in which 40 patients live. The school rooms are constantly exposed to noise and disturbance on the part of other patients in the building which makes the school work unsatisfactory.

In another building in which nearly 40 patients live, from 20 to 25 are employed in sewing. They practically make all the clothing worn by the entire female population besides doing much repair work.

With the present size of the Colony this Service Building would be occupied by school rooms for about 100 epileptic girls, and by industrial rooms for 40 to 60 persons, mostly patients.

The chief feature of the building would be a hall to seat 500 to 600 persons. This hall is necessary to give the patients in the Women's Group indoor recreation. Now they are compelled to walk three-quarters of a mile to the House of the Elders—an old Shaker structure wholly inadequate in size to hold the number of persons who desire to attend Protestant services, Sunday school, dances, or entertainments of any kind.

Item 6. For a two-story and basement brick building for the storage of fire apparatus, masons' and painters' supplies, and for additional fire protective appliances..... \$6,000

We can put up a two-story and basement building, 60x30 feet, to be located between the store and the Trades School for approximately \$4,500. The balance of the appropriation is wanted for additional fire protective appliances. We need a chemical engine, hook and ladders, fire extinguishers, and more fire hose.

The paint shop is at present in the Trades School Building. Small fires have occurred three times in the paint shop in the last two years. The Trades School Building with its contents is valued at \$25,000 to \$30,000.

We have at present no place for storing lime, cement and other materials used by the mason.

This building is among the more important necessities of the place.

Item 7. For an addition, one story and basement, to the Pathological Laboratory in accordance with plans and estimate of cost by the State architect..... \$2,500

The State Architect has made a plan for an addition 18 by 26 feet, one story and basement, to the present Pathological Laboratory.

The study of the etiology of epilepsy is a growing science. More room in which the pathologist and his assistants can work is required. We took a long step forward this year when we secured legal right to make autopsies on the bodies of patients dying at the Colony who had been supported therein wholly at

the public expense. In time the value of scientific work here must tell. We need proper conveniences for carrying it on.

- Item 8. For increasing the spring water supply by providing a larger pump, a larger motor and larger house for pump.....* \$1,400

Our water supply comes from two sources—the bulk of it from Kishaqua Creek. The creek water is often muddy and unfit for use. This is sometimes the case weeks at a time. When this is the case we have to fall back on spring water. We are now using 125 thousand gallons of water a day. The present electric pump at the lower spring is not large enough by one-half to give the amount of water required.

We can put in a larger pump, a larger motor, and enlarge the building the pump is in for \$1,400.

- Item 9. For moving Chestnut Cottage and repair-
ing it for 12 to 14 patients.....* \$1,800

Chestnut Cottage was built by the Shakers in 1837. The timbers in it are sound. The State Architect examined the building and gave it as his judgment that it was good enough to move and repair for 12 to 14 patients.

It stands now in the wrong place. It needs to be moved near Willow Pond. To move it, do the necessary excavating, masonry, heating and plumbing, will cost \$1,800.

- Item 10. For Verandas on four buildings in the
Women's Group.....* \$1,800

Four cottages in the Women's Group holding from 30 to 35 patients each, are destitute of verandas. All of them should have verandas. The estimated cost of the four is \$1,800.

- Item 11. For a Local and Long Distance Telephone
System.....* \$750

We had hoped to install a new telephone system this year out of the \$6,000 for repairs and equipment, but so much other pressing work had to be done that the telephone system had to be left out. The automatic system in use at the present time is worn out. A good local telephone system is an actual necessity.

- Item 12. For putting electric light and telephone
wires in conduit in Women's Group...* \$1,475

The Women's Group of 18 buildings will in time become a sightly spot. To get rid of the mass of wires overhead in this group would be a feature in landscape work, to say nothing of the necessity for replacing poles blown down with constant interruptions to service. The conduit through which these wires could be carried already exists.

Item 13. For four cottages for employees..... \$6,000

The growth of the Colony, the increase in the amount of help necessary, makes it obligatory on the Colony to provide more homes for employees. We were given an appropriation of \$3,000 for two cottages last spring but the item was vetoed by the Governor. We repeat our request for these cottages with two additional ones.

Item 14. For repairs and equipment including repairs to Steward's House..... \$9,000

This fund will be used in the manner it has been used in previous years. We estimate that \$1,000 of it will be required for repairs to the house occupied by the Steward. These repairs are necessary and should be made.

The value of the Colony's real estate now is not far from \$800,000. To spend one per cent. on repairs is, in our judgment, little enough.

FOR MAINTENANCE

1905—1906.

For the maintenance of 1200 patients during the fiscal year beginning October 1, 1906, we shall require \$175,000.

DEFICIENCY APPROPRIATION.

We asked for an appropriation of \$165,000 for maintenance for the year 1905—1906. We are given \$136,000. A deficiency appropriation of \$25,000 to \$30,000 will be necessary.

SOME OF THE MORE IMPORTANT IMPROVEMENTS MADE DURING THE PAST YEAR.

Sewage Filter Bed Number 3.—After several ineffectual attempts to let the contract for Sewage Filter Bed Number 3 for the amount of the appropriation—\$2,000—a contract for it at that amount was made last June and the work is now nearing completion. When bed 3 is in use the question of greater facili-

ties for sewage disposal ought not to come up again until the Colbny's population reaches 1,500 to 1,600; then bed 4 may be built in accordance with the original plan.

Addition to Peterson Hospital.—The east wing addition to the hospital was completed early in the fall and is in use. It contains a specially constructed medical library, a room for records with vaults for same, physician's office, waiting room, a complete hydrotherapeutic room, and quarters for additional male patients on the second floor.

The hospital is for acute medical and surgical work only and has an ample operating room. Connecting with the operating room we have put in a surgeon's preparation and instrument room—a convenience long needed.

Laundry Improvements.—The addition to the laundry is completed and in use. The basement is being fitted for making soap for laundry purposes. A new 30-h. p. engine has been installed in the laundry to replace the old one now too small and worn out, and the steam line from the power house to the laundry has been rebuilt at a cost of \$500.

The Colonists' Club.—The Elms was remodeled last fall as a club for male patients. A pool table was put in, a room fitted for smoking and amusements, while the largest room on the floor was given over to a library which contains at present over 2,000 bound volumes—all gifts to the Colony.

The Craig Colony library is always glad to get an extra bound book or a good magazine for patients' use.

Walks and Grading.—At odd times during the season when the farm teams could be spared for a day or so, as much grading as possible has been done, but a vast amount is still undone. A cement walk 775 feet long and 4½ feet wide was laid from the Pennsylvania railroad station to the East Group, and about 300 feet of the same kind of walk laid about the new hospital wing.

Painting, Kalsomining and Whitewashing.—Twenty-nine buildings have been painted inside and out, whitewashed and kalsomined.

1. The hospital.
2. Sonyea Hall.
3. Superintendent's house.

4. Chestnut cottage.
5. The Colonists' Club.
6. The House of the Elders.
7. Tallchief cottage.
8. The old store.
9. The new store.
10. The Trades School.
11. The laundry.
12. The Walrath.
13. The Gleaners.
14. The steward's cottage.
15. The granary.
16. The horse barn.
17. The wagon shed.
18. The dairy barn.
19. The grain barn.
20. The laundryman's cottage.
21. The painter's cottage.
22. The carpenter's cottage.
23. The coachman's cottage.
24. The baker's cottage.
25. The druggist's cottage.
26. The Letchworth house.
27. The East Group dining room.
28. The seed house.
29. The hot house.

Several of these buildings had gone nine years without paint; all of them needed renovating badly. Much similar work should be done another year.

Improvements to Dairy Barn.—A new cement floor has been laid in the dairy barn, room for additional cows added, a sanitary milk room provided, a shed for calves built, and a small brick building constructed adjoining the barn to be used for the steam sterilization of dairy appliances.

These improvements cost in the vicinity of \$2,000 and were paid for with money earned by the Colony from the sale of its products, such as brick, hay, canned goods, etc.

Minor Repairs, Changes and Improvements too Numerous to Mention.—It is useless to specify the great number of repairs

made at the Colony daily the year around; in twelve months they run into the thousands. Some idea of them may be gained from the fact that there are 71 buildings on the premises, 4090 windows, more than 40,000 window lights, 104 fires for heating, cooking and power, two sets of pipes for creek and spring water in all buildings in which persons live, 30 kitchens and 34 dining rooms; and particularly when we remember how proverbially destructive epileptics are of furniture, bedding, chairs and every movable thing that can be destroyed.

The Value of Trained Epileptic Labor.—If we had to depend on hired labor to make these repairs not one-tenth of them could be made with our present force. Epileptic labor does the rest. Some of this labor is skilled in a high degree. More of it—now raw and wholly unqualified for use—needs to be trained. We should employ instructors for that purpose. It would help the epileptic mentally, morally and physically, and be a matter of economy for the State.

TABLE NO. 2—1904-1905.

ATTENDANCE AND COST FOR FISCAL YEAR ENDING SEPTEMBER 30, 1905.

Attendance.

1. Number of patients under care October 1, 1904	898
2. Number of patients admitted during 1904-1905	254
3. Number of patients discharged, died or transferred during the year	102
4. Number of patients under care October 1, 1905	1,050
5. Average daily population for the fiscal year ending September 30, 1905	992.26

Cost.

1. Salaries and wages of officers, assistants and employees	\$65,526 56
2. Expenses of managers, officers and agent	796 54
3. Cost of provision	43,452 17
4. Total cost of maintenance	165,682 78
5. Per capita cost of maintenance (net)	151 91

DATA GIVING INFORMATION RELATIVE TO PATIENTS BY COUNTIES.

COUNTY.	Patients in Colony from each county October 1, 1904.	Number admitted during year October 1, 1904, to October 1, 1905.	Number discharged during year 1904-1905.	Number remaining September 30, 1905.
Albany.....	17	9	3	23
Allegany.....	17	1	2	16
Broome.....	7	1	1	7
Cattaraugus.....	7	2	0	9
Cayuga.....	13	5	3	15
Chautauqua.....	8	1	2	7
Chemung.....	9	2	1	10
Chenango.....	2	.....	.....	2
Clinton.....	3	.....	.....	3
Columbia.....	6	1	.....	7
Cortland.....	6	2	2	6
Delaware.....	4	.....	2	2
Dutchess.....	11	1	1	11
Erie.....	59	14	3	70
Essex.....	3	.....	.....	3
Franklin.....	8	1	.....	9
Fulton.....	6	2	1	7
Genesee.....	5	3	.....	8
Greene.....	.....	.....	.....	.....
Hamilton.....	.....	.....	.....	.....
Herkimer.....	4	.....	1	3
Jefferson.....	6	1	.....	7
Kings.....	104	39	14	129
Lewis.....	3	1	1	3
Livingston.....	8	.....	2	6
Madison.....	2	1	.....	3
Monroe.....	52	6	2	56
Montgomery.....	7	.....	.....	7
Nassau.....	4	1	.....	5
New York.....	273	93	30	336
Niagara.....	15	.....	1	14
Oneida.....	16	3	1	18
Onondaga.....	19	5	4	20
Ontario.....	8	5	.....	13
Orange.....	7	2	3	6
Orleans.....	8	1	1	8
Oswego.....	15	3	1	17
Otsego.....	4	1	.....	5
Putnam.....	1	.....	.....	1
Queens.....	6	7	1	12
Rensselaer.....	12	1	.....	13
Richmond.....	6	1	.....	7
Rockland.....	4	1	.....	5
St. Lawrence.....	17	2	3	16
Saratoga.....	10	2	2	10
Schenectady.....	1	3	1	3
Schoharie.....	4	.....	.....	4
Schuyler.....	1	.....	.....	1
Seneca.....	3	.....	.....	3
Steuben.....	9	5	1	13
Suffolk.....	10	4	2	12
Sullivan.....	3	1	.....	4
Tioga.....	8	.....	.....	8
Tompkins.....	4	1	.....	5
Ulster.....	6	1	1	6
Warren.....	3	3	.....	6
Washington.....	4	2	2	4
Wayne.....	5	1	1	5
Westchester.....	23	9	4	28
Wyoming.....	6	1	1	6
Yates.....	5	2	.....	7
State at large.....	1	.....	1	.....
	898	254	102	1,050

THE REPORT OF THE RESIDENT PATHOLOGIST.

THE CRAIG COLONY LABORATORY FOR ORIGINAL RESEARCH,

SONYEA, N. Y., October 1, 1905,

To the Medical Superintendent:

I beg to present herewith the second annual report of the resident pathologist for the fiscal year ending September 30, 1905.

The Material Status of the Laboratory.—Since the first annual report of the pathologist was presented the equipment of the laboratory has increased in proportion to its growing needs. The gas plant is in operation and the building supplied with steam heat. Additional apparatus, chemicals, and other supplies have been secured, better fitting the laboratory for scientific research.

Necessity of enlarging the building.—The need of enlarging the building is very apparent. The crowding of material necessitates a frequent rearrangement and makes orientation constantly difficult. Special work along physio-chemical lines will require new equipment which could not be installed without an increase of space. The plan for a new room has been drawn by the State Architect but no appropriation for it has so far been procured. Since the enlargement of the building is now the most urgent need of the laboratory, Dr. Spratling suggests that the sum appropriated annually for scientific equipment and apparatus, be applied another year to building such an addition.

An Animal House needed.—Sooner or later, if the laboratory work is to be successfully carried on, research on the patients will have to be supplemented by experimental investigation, especially along the line of metabolism. For this purpose a well-heated, properly lighted and sanitary animal house will be necessary. Some of the success of Pawlow's School, as its founder has pointed out, is due to the fact that the experimental work performed on animals is done under no less aseptic precautions than the major surgical operations done on man. With such a building a little crematory should be connected, to at once dispose of material not used for investigation.

An Attendant for the Laboratory.—The desirability of having an attendant for the laboratory to do the unskilled work was mentioned in the last report, and such an attendant has since been secured and proved an efficient help in the laboratory. As the training of an attendant takes a long time, his efficiency increasing in proportion to the length and amount of training, the retaining of such help is very desirable and I would respectfully recommend to encourage it by an increase of salary, which so far has been that of a usual attendant.

Autopsies.—In most cases that come to autopsy, permission for such was obtained quite late, sometimes 48 hours or longer after death. It therefore became necessary in almost all cases to preserve the brain and spinal cord previous to the autopsy by injecting, in the manner pointed out in our last report, a solution of formalin into the subdural space. This method has been successful with a few exceptions. The latter were usually cases in which extensive adhesion of the dura mater, not only to the pia, but also the skull cap, were present. The technique of the injection is so simple that an attendant can be easily trained to perform it. This will prove in many cases a great advantage. For instance, when the physician performing the autopsy lives at a great distance the necessity of his making two visits is obviated. In relation to the technique, experience has taught us further improvements. I have found that the body need not be inclined with the head higher, but may lie horizontally, either on the side or almost entirely on the abdomen. The lumbar trocar is then first introduced and about 100 to 150 cubic centimeters of fluid injected, the branch of the tubing destined for the foramen magnum being kept closed in the meantime. Then, while continuing the pumping, the foramen magnum needle is gradually introduced until all at once the fluid rushes out of it, denoting the fact that the subdural space has been entered. This modification has the advantage that the occipital needle is pushed no farther in than is necessary and injury to the surrounding brain structure is avoided. When the needle has entered the subdural space it is connected with the tubing and the pumping is continued. The injection usually lasts 20 to 30 minutes. The quantity injected varies from 400 to 1100 cc. Whenever such a large quantity as 1000 or 1100 cc. was injected,

a large part of the liver, kidney and lungs were found hardened. To follow the pathway along which this escape of fluid takes place would form an interesting problem for investigation. The concentration of the formalin used in my former experience was 12% and in brains thus preserved the neuroglia was found to stain very well. However, the finer structure of the nerve cells was not so well rendered; at least the Nissl stain did not succeed so well on this material. Recently I have substituted an 8% solution of formalin for the injection and the brains and cords were subsequently placed in 6% formalin, instead of 10% as my custom before.

The differentiation was made with a mixture of about 10 drops of saturated solution of sulphurous acid with 100cc. of water, instead of employing for this purpose the mixture of aniline oil, one part, and alcohol, 10 parts, as recommended by Nissl.

The New Autopsy Law.—Since the autopsy law mentioned in the last report has been in force, Dr. Spratling has been actively engaged trying to improve it, and he is to be congratulated on the results achieved. This law permits an autopsy on the brain of any patient dying at the Colony and who had been maintained therein wholly at public expense, provided that it be within twelve hours after death, and that the Colony shall print conspicuously on all application blanks admitting patients, the fact that the Colony has such right. Under this law the nervous system can now be secured very shortly after death, so that the preliminary formalin injection in many cases can be omitted. Whether we shall not require to go back to it in a number of cases is a question still to be determined, as it seems to me that if injected into the cranial cavity the formalin, being under high pressure, is more apt to enter into the ventricles and thus better reach the deeper parts of the brain. It is interesting to note that Dr. Spratling's success in securing the passing of the law in the present form was largely due to his ability to demonstrate before the Legislative Committee by photographs how little disfigurement was caused when autopsies were performed in a proper manner.

Autopsy Findings.—Some of the points brought out in the last report have been confirmed by further experience, particularly

the frequency of valvular changes in the heart and the presence of pneumonia, which latter disease was in 15 out of 25 cases in which a full autopsy was performed or in 60%.

Relation of Epilepsy to Organic Brain Disease.—The most interesting findings were in the brain. The frequency of organic changes noted in the first report found confirmation in the series of cases autopsied since then. This comprises the 33 cases in which a brain autopsy is made. Of these 33 there were but 3 (cases 26, 29, 37), in which positively no gross changes could be discovered. We must add, however, that the brain was not systematically examined in these cases. The cerebral axis was simply removed and no gross changes were found on the surface of the axis nor of the pallium from which the axis was removed. In a further series of 3 cases changes of an apparently recent nature were found and because of such recency, could hardly have had much relation to the epileptic process. In case 41 there was a basilar purulent meningitis. Case 49 had a noemembrane of the left upper parietal lobule, while case 50 showed an area of small hemorrhages in the roof of the left ventricle. In the two latter cases additional changes of an evidently chronic character were present. In case 49 some atrophy of the convolutions of the superior vermis cerebelli and atrophic changes in the thalami, particularly the left was noted. In case 50 the thalami were markedly thin.

In all remaining cases changes of an evidently chronic nature, so marked as to admit of reasonable doubt, were found. I enumerate them in successive order.

Case 23. Shrinkage of frontal convolutions, particularly in the anterior part of frontal lobe. There were also thalamic changes atrophic in character.

Case 24. In the upper parietal lobule of both sides fissures were unusually wide and the convolutions unusually narrow. There were well marked atrophic changes of thalami.

Case 25. Hemiatrophy of the right hemisphere affecting particularly the right frontal lobe.

Case 28. Atrophy of convolutions for anterior poles of frontal lobe, also of upper Rolandic region. Wedge-like pulvinars, broad bridge of brain tissue in lieu of the middle commissure.

Case 30. Softening focus of the right upper parietal lobule.

Case 32. Marked shrinkage of convolutions of frontal lobes at convexity, particularly of their anterior portion; also of left occipital lobe and to some extent of other regions of convexity. Thalamic changes present, but not very marked. Thalami seem small.

Case 33. Atrophy of cortical optic centers, thin optic nerves. Bilateral blindness, probably from blennhorrea neonatroum.

Case 35. Gliosarcoma of the infundibulum and of the fronto-temporal lobe.

Case 36. Softening focus of the right temporal-occipito lobe and hemiatrophy of right hemisphere.

Case 39. Focus which has destroyed almost the entire left caudate nucleus and part of the internal capsule.

Case 42. Frontal convolutions unusually small, particularly at anterior poles of frontal lobes.

Case 44. Hemiatrophy of the right hemisphere, affecting particularly the frontal lobe.

Case 48. Atrophy of both upper parietal lobules and of the parts of the central convolutions on a level with it.

Case 51. Marked shrinkage of cerebellar convolutions, particularly of the vermis.

Case 52. Large subcortical softening focus of the right frontal lobe.

Case 53. Large tumor, evidently of the septum pellucidum.

Case 54. Hemiatrophy of the right hemisphere.

Case 56. Symmetrical softening foci occupying the two upper lobules. Symmetrical softening foci of foot of second frontal convolutions. Atrophy of convolutions of frontal lobe, occipital lobes and part of parietal lobes.

Besides the cases so far mentioned there were some which showed changes only in the thalami, or in which such changes were combined with alterations in the hemisphere not well marked in character, for which reason I do not mention them.

These thalamic cases were numbered 27, 29, 31, 38, 40, 43, 45, 47, 55.

Of the cases of the series preceding this last one, a considerable number had also thalamic changes, so that the number of cases presenting such numbered 18 in all. If it is considered that

in only 23 cases the cerebral axis was examined, this represents 78% of the 23.

Undoubtedly in looking for such changes one may become somewhat biased, not having normal material for comparison. But in some cases the changes were so marked that no one could doubt their presence.

The nature of the changes in the thalami was described in the last report making reiteration unnecessary, except to state that they are of an atrophic order and sometimes more developed on one side than on the other. Cases 28 and 37 show the wedge-like thinning out of the pulvinars. In 31 and 32 predominance of the changes of the *left* thalamus is shown. Number 29 shows fairly normal thalami with well-rounded pulvinars for comparison.

Case 51 on the same plane as those just mentioned was reproduced to demonstrate the atrophy of the cerebellar convolutions, affecting particularly the vermis. These atrophic changes of the cerebellar convolutions were found in 3 cases of the series preceding the one with exclusively thalamic changes, namely in cases 30, 49 and 51.

To come back to the thalamic changes; they cannot be explained as purely secondary to cortical changes since there were cases in which the convolutions were found practically normal in calibre everywhere, and yet very marked atrophic alterations were found in the thalami. A typical case of the kind was No. 55.

The weight of the brain in the cases autopsied is of interest. Although the hardening with formalin makes some difference in weight, yet relative comparative values can be obtained in all the groups of cases in which the brain was treated alike post mortem. Two groups can thus be formed.

The first Group.—No subdural formalin injection made; brain placed directly in 10% formalin after the autopsy.

No. of Case.	Weight of Brain.	Age of Patient.
5.....	1480 grams.....	34
9.....	1197 grams.....	61
19.....	1520 grams.....	23
25.....	985 grams.....	24
37.....	1485 grams.....	28
42.....	1070 grams.....	30

Second Group.—Subdural formalin injection of 12% formalin made. Brain later placed in 10% formalin.

No. of Case.	Weight of Brain.	Age of Patient.
13.....	1050 grams.....	18
14.....	1585 grams.....	19
16.....	1110 grams.....	33
18.....	1250 grams.....	18
20.....	1360 grams.....	20
21.....	1580 grams.....	35
23.....	1110 grams.....	12
24.....	1380 grams.....	20
26.....	1430 grams.....	64
27.....	1330 grams.....	45
28.....	1395 grams.....	36
29.....	1320 grams.....	45
30.....	1385 grams.....	21
31.....	1270 grams.....	19
32.....	985 grams.....	46
33.....	1250 grams.....	
36.....	985 grams.....	19
38.....	1285 grams.....	43
39.....	1525 grams.....	63
40.....	1390 grams.....	12
41.....	1230 grams.....	43
44.....	900 grams.....	11
45.....	1415 grams.....	54
46.....	1230 grams.....	34
47.....	1280 grams.....	36
48.....	1395 grams.....	23
49.....	1215 grams.....	16
50.....	1360 grams.....	33
51.....	1440 grams.....	41
52.....	1290 grams.....	50
53.....	1400 grams.....	40
54.....	1210 grams.....	34

In the other cases the strength of the formalin in which the brain was preserved was not mentioned and of the brains which were preserved by formalin injection of 7% formalin, only one case is in the series, for which reason I have not made use of any

other group. However, the second gives ample material for comparison and shows what great variations of weight occur. The small number are not explicable wholly by young age, since in one case with a weight of 985 grams the age was 46 years. The high weights in some cases were remarkable, 1580 grams being the maximum in the second group, and 1520 in the first group. It is also seen that the small number of 985 grams occurs in both groups.

Researches on the Blood of Epileptics.—The blood of epileptics was the subject of careful investigation during the year. Dr. LoGrasso did a great deal of painstaking and patient work in this regard. If the results have not come up quite to expectation, the complexity of the subject explains the disappointment. The chief point brought out was that the epileptic frequently presents marked fluctuations of the leucocyte count and that these fluctuations frequently, although not necessarily, have some relation to seizures. There is, however, no exact parallelism between leucocytosis and seizures. The leucocytosis may precede them and may follow them so that one can neither say that the attacks produce the leucocytosis nor that the leucocytosis produces the attack, but must assume that there is some other cause which sometimes produces only one of the two and sometimes both. One of our papers on the subject bearing the title "*Researches on the Blood of Epileptics*" has appeared in the transactions of the New York State Medical Society—1905; another one is now in the course of preparation. The subject is by no means exhausted yet and careful comparisons with normal persons and other diseases will be required.

Researches on the Gastric Functions of the Epileptic.—The gastric functions of the epileptic ought to be a subject of careful study as there is hope of eventually accomplishing some therapeutic results along this line. Much patient research may, however, be required before palpable results may be attained. In taking up the subject I found that the difficulties of obtaining reliable results with the methods so far in vogue are so great that some preliminary researches would become necessary to put such investigations on a solid, reliable basis. Such researches were undertaken by me and have led to some very interesting results, which, although not bearing directly on the

subject of epilepsy, will gradually pave the way for investigations in this disease. The said investigations are embodied in two papers entitled, "On the Feasibility and Value of Accurate Methods of Clinical Investigations," published in the Monthly Cyclopedia of Practical Medicine, Vol. VIII, page 289, 1905, and "Preliminary Steps in the Investigation of Gastric Functions," which will be published in the Journal of the American Medical Association in due time.

I am sorry to state that I have lost Dr. LoGrasso's valuable assistance. He left the Colony on June 15th last, with the purpose of going into general practice.

Respectfully submitted,

B. ONUF,
Resident Pathologist.

THE ANNUAL REPORT OF THE STEWARD.

FOR THE TWELFTH ANNUAL REPORT.

To the Medical Superintendent:

The Steward respectfully submits the following Annual Report for the year ending September 30, 1905:

THE FARM, GARDEN AND DAIRY.

With the exception of fruit, all crops have been good; in many instances exceeding last year. The apples are a poor crop; last year the crop was abundant.

The total value of farm, garden and dairy products was \$25,868.25. This was \$2,454.83 more than last year.

LIVE STOCK.

We have 68 cows—not all of which are milked—2 bulls over a year old, 16 yearlings, 24 calves, 155 ewes, 2 rams, 49 lambs, 12 store hogs, 24 breeding hogs, 207 pigs less than six months old and 30 horses. Some of the latter are decrepit and unfit for use much longer.

DAIRY.

While the pasture during the season was not as good as it was last year, there was an increase of 10,029 pounds of milk over the amount that was produced last year.

Each cow's milk was weighed daily and a record kept of it during the entire year. All of the milch cows were tested in

June and September. The average per cent. of butter fat as shown by the Babcock test, was 4.5% in June and 5% in September. The amount of milk in June was 33,630 pounds; in September 22,356 pounds. The average number of cows milked in June was 50; the average number milked in September, 40. The average number pounds of milk given by each cow in June was 672; in September, 559.

The total amount of milk for the year was 331,099 pounds, equal to 155,549 quarts, the total value of which was \$4,666.47 at 3 cents a quart.

The daily average number of cows milked during the year was 48; the average number of pounds of milk given by each cow, 6,526.

One cow gave 8,438 pounds that tested 3.6% of butter fat. Four others gave over 7,000 pounds each.

Six cows were slaughtered for beef during the year, making 2,930 pounds, valued at \$179.02. These cows were worthless to milk. There are now eight others than ought to be slaughtered for beef in November and December.

We have 12 two-year-old heifers that will make cows in the summer of 1906. There are also 12 yearling heifers and 14 young calves at the present time; none of which will make cows during the coming year.

There were 64 cows on the farm during the year, the highest number at any one time; 25% of them were dry (and heifers over two years old that have never had a calf). The average number of cows giving milk in 1903 was 50, and in 1904, 46. No cows were purchased in 1903 or 1904, but 8 were purchased during the fiscal year which helped to raise the average number of cows milked from 46 to 48. The increase in cows has not kept pace with the increase in population.

In 1903 there were 824.709 patients. The average number of cows that year was 50.

In 1904 there were 836.789 patients. The average number of cows that year was 46.

In 1905 there were 992.26 patients. The average number of cows the same year was 48.

It has always been our policy to raise all the heifer calves fit to raise. It must be borne in mind that raising a cow from

a calf costs nearly as much as to buy a cow, as the calf must have all the milk the mother gives for nearly three months and be fed until 3 years of age.

A cow that gives less than 3,500 pounds of milk a year, tests less than 3% of butter fat, should be made into beef for she does not pay for her feed. Her value as beef will generally be 75% of the cost of a good cow.

Complaints have been made that there is not a sufficient supply of milk at the Colony. We need ten new milch cows at the present time. With the Fiscal Supervisor's permission we would buy them. They would cost about \$500, and we have the money earned by the Colony.

The new boiler house and milk room at the dairy are nearly completed. They will give better facilities for caring for milk and keeping dairy utensils clean, affording at the same time plenty of hot water which is always needed in such work. The new floor in the stable and the complete rebuilding of the stanchions vastly improves the facilities for caring for the cows.

SUMMARY.

The average number of cows milked during the year was.....	48
The average number of pounds of milk per cow was	6,526 worth \$97 89
The average cost of care per cow, including dry stock, yearlings and calves was...	36 71
The net proceeds per cow during the year was	\$61 18
The average per cent. of butter fat was..	4¾

I have gone into the dairy part of this report somewhat extensively, for the reason that you desire milk to occupy so large a part of the epileptics' food, taking the place of meat.

DAIRY RECEIPTS.

Milk—311,099 lbs. or 155,549 qts.....	\$4,666 48
Cows slaughtered for beef, 2,930 lbs.....	179 02
Veal calves killed, 1,055 lbs.....	105 50
Hides sold	51 21
Total	<u>\$5,002 21</u>

DAIRY COST OF PRODUCTION INCLUDING HOME PRODUCT.

Grain bought	\$736 60
Hay, ensilage, rough fodder and pasturage (H. P).....	1,317 00
Salary of dairyman.....	540 00
Wages of laborer.....	300 00
Total	<u>\$2,893 64</u>
Balance net proceeds.....	<u>\$2,108 57</u>

The item of \$1,317.00 for hay, ensilage, rough fodder and pasturage had no cash value except as it was fed to stock on the farm as the hay was nearly all of No. 2 quality and would have brought a very low price. The stalks and rough fodder would have cost more to market than they were worth.

SHEEP.

There is now at the Colony a flock of 155 ewes, 55 lambs and 2 bucks. We have killed and used during the year:

1,390 lbs mutton.....	\$109 90
Sold wool and pelts to the value of.....	317 31
Total	<u>\$427 21</u>

The flock of sheep has been on the farm 10 years. We have annually purchased thoroughbred registered Shropshire rams so that the sheep are all well bred. But on account of being affected with a "nodular disease of the intestines," caused by a parasite, the germs of this disease being in the pasture, I would suggest that the entire flock be disposed of. This seems to be the only way the disease can be stamped out.

Mr. William Kelly, Veterinarian for the New York State Department of Agriculture writes us last March saying:

"The pasture should be changed, that is, the same pasture should not be used two consecutive years, or where it is impracticable to do this the pasture should be divided, using one-half one season and the other half the following season. The pasture which is not used should be cultivated during the season it is not used.

* * * * *

"I wish to impress upon you the necessity of not permitting the sheep to pasture upon the same pasture for two consecutive years, because if you do not do this it will be impossible to eradicate this disease from your flock."

The location of our pastures makes it impracticable to divide them, as the rough land that is used for sheep pasture cannot be cultivated.

Considering their value to the Colony I regret that I am obliged to recommend disposing of the sheep, but I think it is the only way the disease can be stamped out. After one or two years another flock can be started without much fear of the germs of the disease remaining in the pasture.

SWINE.

We have 12 store hogs, 24 breeding hogs and 207 pigs less than six months old. There has been killed and used for provisions during the year 17,533 lbs. pork valued at \$1,220.77; 1,751 lbs. of lard valued at \$130.91 and we sold one carload of live hogs—14,410 lbs. at 5 cents—\$720.50.

Total received from hogs.....	\$2,072 18
Cost of feed purchased was.....	413 63

Leaving a net profit of.....	<u>\$1,658 55</u>
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BRICK YARD.

425,000 common hard brick were made during the season; 9 kilns being burned. Last year 8 kilns only were burned.

The daily average number of patients employed at the work was 17. The number employed last year was 15. The brick machine was run 55 days, 5½ hours each day. 21 days were lost on account of holidays, rain, etc.

All of the work in the yard was done by patients, with the exception of the brickmaker and one laborer.

Number of brick made—425,000 at \$7.25.....	\$3,081 25
Cost of production including coal and labor.....	805 00

Net proceeds from the yard.....	<u>\$2,276 25</u>
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To put the yard in good condition the brick racks require rebuilding. The iron smokestack is rusted out and unfit for use. I would recommend a new brick smokestack 50 feet high to cost \$300.

The down draught kilns will have the floors taken out during the winter and the underground flues rebuilt. Kiln No. 1 requires considerable mason work on the outside. The furnaces of both kilns need repairing. Nearly all this repair work can be done by the brickmaker and patients.

SUMMARY OF INDUSTRIES.

Carpenter shop—work done by patients with one paid foreman	\$3,929 14
Blacksmith shop—work done by patients with one paid foreman	836 85
Tailor shop—work done by patients with one paid foreman	2,140 12
Dressmaking department—work done by patients with one paid seamstress.....	2,622 63
Shoe shop—cobbling work done by patient.....	75 10
Sloyd school—work done by patients.....	129 85
Brick yard—work done by patients and two hired employees	3,081 25
Plumbing shop—repair work done by patients with one paid foreman.....	1,598 60
Broom shop—work done by patients.....	93 60
Mattress shop—repair work done by patients with one paid foreman.....	210 00
Printing office	203 75
Mason—repair work done by patients with one paid foreman	1,326 70
Paint shop—work done by patients with one paid foreman	1,111 35
Total	<u>\$17,358 94</u>

MAINTENANCE.

1. The daily average number patients cared for during the year was 992.26
2. The total cost of maintenance with home product was \$184,041.76

3. The total cost of maintenance without home product was	\$165,682 78
4. The total cost of maintenance without home product or clothing was.....	154,557 10
5. The total cost of maintenance without home product, clothing, money refunded from miscellaneous sales or maintenance reimbursement was	150,738 69
(This represents the amount actually drawn from the State Treasury and used for maintenance, no part of which was refunded.)	
6. The per capita cost of maintenance without home product was.....	166 97
7. The per capita cost of maintenance with home product was	185 17
8. The per capita cost of maintenance without home product or clothing was.....	155 76
9. The per capita cost of maintenance without home products, clothing, money refunded from miscellaneous sales, or maintenance reimbursement was	151 91

PER CAPITA COST OF DIVISIONS OF MAINTENANCE WITHOUT HOME PRODUCT, BUT INCLUSIVE OF MISCELLANEOUS RECEIPTS TURNED INTO STATE TREASURY.

Est. No.		
1 and 2	Wages and Labor.....	\$66.029
3	Expenses of Managers, Officers and Agent	.802
4	Provisions.	43.791
5	Household Stores.....	7.234
6	Clothing	9.921
7	Fuel and Light.....	23.597
8	Hospital and Medical Supplies.....	2.261
9	Shop, Farm and Garden.....	7.431
10	Ordinary Repairs.....	1.686
11	Transportation of Inmates.....	.063
12	Miscellaneous	4.155
Total average gross per capita cost...		\$166.97
Total average net per capita cost.....		151.91

REIMBURSEMENTS.

From individuals for part care and maintenance of patients.....	\$3,554 84
Money received from counties to pay for patients' clothing	11,125 68
Total	<u>\$14,680 52</u>

MISCELLANEOUS SALES AND EARNINGS.

Apples, 6 bbls.....	\$6 60
Brick, 264 1-10 M.....	1,717 32
Beans, 8 doz.....	6 00
Corn, 203 doz.....	203 00
Cabbage, 24,380 lb.....	30 47
Corn, Seed, 5 bu.....	5 00
Carboys, barrels, cans.....	20 90
Hay, 100 T. 215 lb.....	1,101 30
Hogs, Live, 14,410 lb.....	720 50
Hotel Rent, 6 months.....	75 00
Peas, 186 doz.....	186 00
Pelts, Hides, etc.....	137 52
Rags, Scrap Iron, etc.....	108 92
Repairs on Sewer Line.....	52 75
Wool, 924 lbs	231 00
Total	<u>\$4,602 28</u>

PRODUCTS OF FARM, GARDEN AND DAIRY.

Credit.

Apples, 175 bbls.....	\$175 00
Apples, 20 bu.....	15 00
Asparagus, 820 bun.....	59 00
Beans, 61 bu.....	111 00
Beans, String, 132 bu.....	79 20
Beef, 2,930 lbs.....	179 02
Beet Greens, 76 bu.....	15 20
Beets, 394 bu.....	161 90
Cabbage, 26 1-3 doz.....	10 33

Cabbage, 6 tons.....	\$54 00
Carrots, 520 bu.....	231 00
Cauliflower, 11½ doz.....	13 80
Celery, 44 bun.....	2 20
Celery, 150 doz. bun.....	67 50
Chicken, 618 lbs.....	83 36
Cider, 2,635 gals.....	131 75
Corn, Green, 963 doz.....	93 30
Corn, 1,600 bu.....	960 00
Corn, 1,097 3-5 doz.....	658 56
Corn Stalks, 90 tons.....	225 00
Cucumbers, 228 doz.....	24 80
Cucumbers, 3¼ bu.....	2 43
Eggs, 247 doz.....	39 18
Egg Plant, 20 bu.....	15 50
Hay, 420 tons.....	4,200 00
Lamb, 485 lbs.....	46 10
Lard, 1,751 lbs.....	130 91
Lettuce, 6,885 bun.....	138 59
Lumber, 23,976 ft.....	838 02
Milk, 311,099 lbs.....	4,666 48
Muskmelons, 210	10 50
Mutton, 1,390 lbs.....	109 90
Oats, 2,500 bu.....	1,000 00
Onions, 4,443 bun.....	128 47
Onions, 204 bu.....	166 70
Parsley, 175 bun.....	2 43
Parsnips, 450 bu.....	135 00
Pears, 45 bu.....	41 25
Peas, 102 bu.....	78 75
Peas, 667 doz.....	707 02
Peppers, 25 doz.....	2 50
Pork, 17,533 lbs.....	1,220 77
Potatoes, 9,620 bu.....	4,833 00
Pumpkins, 3½ doz.....	2 10
Radishes, 4,610 bun.....	104 42
Raspberries, 774 qts.....	77 40
Rhubarb, 1,484 bun.....	74 20

Salsify, 75 bu.....	\$30 00
Silo Corn, 300 tons.....	900 00
Straw, 100 tons.....	500 00
Strawberries, 573 qts.....	47 52
Spinach, 118 bu.....	41 30
Squash, 381 doz.....	62 10
Squash, Hubbard, 3 tons.....	60 00
Tomatoes, 650 bu.....	228 25
Tomatoes, 198 doz.....	154 44
Turnips, 580 doz.....	261 60
Veal, 1,055 bu.....	105 50
Wheat, 1,500 bu.....	1,350 00
Miscellaneous Sales	4,602 28
Total	<u>\$30,470 53</u>

PRODUCTS OF FARM, GARDEN AND DAIRY.

Debit.

Apple Barrels, 200.....	\$76 00
Bran, 461½ tons.....	1,034 45
Carrots, 188 bu.....	56 40
Corn Fodder, 20 tons.....	50 00
Corn Feed, 239 bu.....	155 35
Corn Meal, 44½ tons.....	1,087 10
Corn Seed, 18 bu.....	18 00
Ensilage, 230 tons.....	575 00
Farm and Garden Implements.....	140 61
Fertilizer, 16 tons.....	346 00
Gluten Meal, 1½ tons.....	38 70
Hay, 232 tons.....	2,552 00
Middlings, 17½ tons.....	416.63
Miscellaneous Farm and Garden Seeds.....	243 20
Oats, 1,906 bu.....	724 28
Oats, seed, 208 bu.....	79 04
Oil Meal, 1,400 lbs.....	22 90
Paris Green and Blue Vitriol.....	67 20
Potatoes, Seed, 750 bu.....	185 00
Ram, 1	18 00

Repairs to Tools and Harness.....	\$144 81
Salt, 50 bbls.....	48 75
Sawing Lumber	112 75
Shearing Sheep	20 30
Straw, 91 tons.....	455 00
Threshing	53 57
Turnips, 83 bu.....	24 90
Veterinary Services and Medicines.....	62 15
Wages	6,012 85
Wheat, seed, 107 bu.....	96 30
Total	<u>\$14,917 24</u>

RECAPITULATION.

Value of products raised and miscellaneous sales...	\$30,470 53
Cost of production.....	<u>14,917 24</u>
Net value of proceeds.....	\$15,553 29
Increase over last year.....	<u>3,342 59</u>

INVENTORY.

The Annual Inventory made September 30, 1905 shows the value of Personal Estate to be September 30, 1905.....	\$108,513 04
Real Estate	<u>736,264 03</u>
Total Value of Real and Personal Property September 30, 1905	\$844,777 07
Total value of Real and Personal Property September 30, 1904.....	<u>777,278 91</u>
Increase in Value of Real and Personal Property during the year.....	<u>\$67,498 16</u>

Respectfully submitted,

T. L. STONE,

Steward.

THE MATRON'S REPORT.

SONYEA, N. Y., October 1, 1905.

To Dr. W. P. Spratling, Medical Superintendent:

It affords me pleasure to submit herewith the matron's report for the year ending September 30, 1905.

The buildings occupied by male patients number 15, including Peterson Hospital which is occupied by both male and female patients. I have also under my supervision Sonyea Hall, Kindergarten, Elms, Elders, Old Store, and New Store, making a total of 21 buildings in the male division.

There are 13 buildings in the female division. I have also the supervision of the Villa Flora, used as an Administrative building for this group. I visit all of these buildings every other day.

The number of buildings and the census of each in the male division is as follows:

Six Nations	59
Wyandot	11
Seneca	13
Loomis Infirmary.....	132
Willow	32
Walnut	30
Beech	32
Birch	27
Hoyt	21
Tallchief	24
Letchworth	108
Chestnut	16
Gleaners	34
Walrath	34
Peterson Hospital	2
Total	575

During the past year the addition to Peterson Hospital has been completed and the second floor of the Elms has been fitted up for sleeping rooms for employees, thus making additional rooms to inspect.

In the Women's Group the census in the cottages is as follows:

Aster	43
Bluet	39
Eglantine	35
Gentian	36
Hepatica	22
Iris	
Jasmine	17
Kalmia.	17
Lobelia	17
Mallow	17
Primrose	42
Saxifrage	35
Schuyler Infirmary	153
Peterson Hospital	12
Total	475

The new cottages, Hepatica and Iris, have been completed and are in use, making two extra buildings under the matron's supervision in the Women's Group.

There are 20 cooks in the different buildings, four assistant cooks, one seamstress and one waitress.

The seamstress deserves special mention, not only for the work she does, but for her painstaking efforts in teaching the patients, many of whom know nothing about sewing when sent to her. The result is plainly seen in the report of work done in the sewing room.

The following is the sewing room list:

Aprons, men's	629
Aprons, women's	540
Bags, broom	258
Bags, ice	4
Bags, laundry	11
Bags, tea and coffee	239
Bandages	3,486
Bandages, T	1
Bibs	13

Blankets, hemmed	6
Chemises	40
Covers, dresser, hemmed.....	16
Covers, dresser, hemstitched.....	122
Covers, chiffonier, hemstitched.....	4
Cloths, table, hemstitched.....	2
Cloths, table, hemmed.....	303
Cloths, silence	1
Covers, sofa pillow.....	3
Curtains, mull, pairs.....	34
Curtains, sash, pairs.....	146
Drawers	658
Dresses, gingham	507
Dresses, worsted	23
Dresses, shirting	113
Dusters	50
Elastics, pairs	171
Gowns, operating	14
Holders	907
Mattress pads	4
Mattress ticks, new.....	241
Mattress ticks, made over.....	237
Mittens, protection	25
Napkins, table	292
Napkins, sanitary	1,129
Nightdresses	708
Pillow Covers	3,193
Pillow Ticks	131
Rugs, hemmed	15
Robes, burial	39
Sacques, children's	26
Sacques, women's	30
Shades, hemmed	22
Sheets, single	2,372
Sheets, double	114
Shirts, hospital	116
Sleeves, pairs	335
Scarfs, table	76

Skirts, outing	610
Skirts, worsted	2
Skirts, gingham	16
Skirts, repaired	72
Towels, bath	4,117
Towels, dish	779
Towels, roller	932
Tie-backs, pairs	55
Traycloths, hemmed	27
Traycloths, hemstitched	24
Underwaists	60
Valances, pairs	38
Waists, worsted	9
Waists, shirt	54
Waists, strong	10
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Total	24,321
Number of articles mended.....	130

The following is a list of articles mended in Saxifrage Cottage during the year:

Stockings, pairs	1,891
Socks, pairs	1,083
Number pieces	2,818
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Total	5,729

For the greater number of cooks over whom I have charge I think of no greater praise than to refer to Ruskin's definition, "To be a good cook, means carefulness, inventiveness, watchfulness, willingness, and readiness of appliances."

There are twenty-five kitchens in which food is prepared for patients. Seven of them have no cook. The preparation of food is under the supervision of the nurse or attendant in charge of the house, assisted by patients; four of these cottages are in the Women's Group, and three in the Men's Group. These cottages hold from 17 to 24 patients each.

Articles Destroyed.—Bedsteads are occasionally broken by patients while in an automatic state or mentally disturbed. Rub-

ber sheets are often destroyed by them during such periods; some patients pick the eyelets out and then tear the sheet to pieces.

We have lessened the expense of repairing bed springs during the past year by increasing the number of rubber sheets in use. Each patient's bed should be protected by a rubber sheet. By so doing, we protect both mattress and spring. The result of springs getting wet, means rust and eventually broken springs, unfit for use, which must be replaced by new ones.

During the year, four hundred and ten mattresses were renovated. Soiled mattresses were ripped, the hair washed and teased by four male patients who give their entire time to this work. Fifty-six new mattresses were made for the Peterson Hospital, Hepatica, Iris and the new nurses' quarters in Schuyler Infirmary.

From an economical as well as a sanitary standpoint, we find hair pillows the most satisfactory. We made 75 of them during the year.

Destruction of Clothing.—There is great destruction of clothing in the infirmaries. For several patients we are obliged to make protection waists of denim and shirting. The ordinary dress gingham does not last. The most destructive patients are the children. In spite of all efforts, we have a constant shortage of clothing, especially in the Women's Infirmary.

The greatest destruction of furniture, woodwork, and floors occurs in the children's cottages—Bluet and Hoyt—and in the infirmaries.

I regret the crockery allowed the Colony is not sufficient. There is a general shortage in the children's cottages and in the infirmaries. At times there is lack in other houses, due to the fact that patients are employed in washing dishes, assisting in carrying trays, and very frequently due to seizures occurring at the table when, despite all efforts of attendants and nurses in charge, several dishes are broken, very often a table upset and nearly every dish destroyed.

The most interesting feature at the beginning of the year and the most enjoyable to all was the Christmas celebration at the House of the Elders, when all the children able to be present were assembled and Santa Claus distributed a gift to each one, sending to the cottages a remembrance to those unable to come.

If the people who so generously responded to your appeal could have witnessed it, as did one of our generous donors, they too would have echoed her words—"I will never forget the happiness on their little faces."

Another enjoyable feature of the day was the opening of the "Colonists Club," giving to the male patients a library, smoking and pool room.

The number of patients employed in domestic work in the different households and the percentage of same you will find in the following list:

THE FEMALE DIVISION.

Name of house.	Number of patients employed	Percentage.
Hepatica	10	45.45
Mallow	6	35.29
Aster	15	34.88
Gentian	12	33.33
Saxifrage	11	31.42
Eglantine	11	31.42
Kalmia	5	29.41
Lobelia	5	29.41
Jasmine	5	29.41
Primrose	12	28.57
Schuyler Infirmary	40	28.57
Bluet	10	25.64

The Female Division as a Whole.

Villa Flora	143	30.10
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THE MALE DIVISION.

Village Green Group.

Birch	8	29.62
Walnut	7	23.33
Beech	7	21.87
Willow	7	21.87

Farmstead Group.

Gleaners	10	29.41
Walrath	9	24.32

The East Group.

Name of house.	Number of patients em- ployed.	Percent- age.
Hoyt	9	42.85
Tallchief	7	29.16
Letchworth	29	26.85
Chestnut	4	25.00

The West Group.

Wyandot	7	63.63
Loomis Infirmary	53	40.15
Seneca	5	38.46
Six Nations	8	13.55
Village Green Group	29	23.96
Farmstead Group	19	27.94
The East Group	49	23.07
The West Group	73	33.95
The Male Division as a whole.....	170	29.56
The Colony as a whole.....	313	29.80

Respectfully submitted,

MARY A. LAUGHLIN,

Matron.

REPORT OF THE RESIDENT CATHOLIC CHAPLAIN.

THE RECTORY,

SONYEA, N. Y., *October 1, 1905.**To Dr. W. P. Spratling, Medical Superintendent:*

In submitting my second annual report as resident Catholic Chaplain of Craig Colony, I am able to state that our present Catholic population numbers 403. During the past year 83 Catholic patients have been admitted while 22 have died. With the exception of 5 who were suddenly summoned from this world, all received the ministrations of the priest in charge. Of these, the remains of 12 were buried in the Colony cemetery. The bodies were brought to the Chapel where the regular burial service of the church was held after which the priest accompanied the remains to the cemetery there concluding with the ritual prayers of the Church.

The public services in the Chapel on Sundays have been the same as in former years: morning prayers and Mass with short sermon or instruction at 9 a. m.; Sunday School and Benediction of the Blessed Sacrament at 3 p. m. At these services the attendance is all that could be desired. As the chapel is now well filled on Sundays, and in view of the constant growth of the Colony, the day is not far distant when it will be necessary to have two Masses to accommodate all, one for the men and one for the women. Despite the fact that frequent seizures, varying from 2 or 3 to 14 (the greatest number noted at any one service) necessarily cause much disturbance, great attention and devotion are manifest at all public services.

In our Sunday School we have endeavored to impart in as simple and informal manner as possible, the fundamental principles of faith and morality. In this we have been greatly aided by a few teachers, who Sunday after Sunday have kindly given some time and labor to this charitable work. If at times our task seems trying—for the same efforts among normal people would bring more evident results—it is an encouragement in the performance of duty as well as an incentive to greater endeavors to know that the consolations of their religion are to them the greatest joy under heaven.

During the past year we have received a few religious books and many periodicals. We take this occasion to express gratitude for the same. Had the donors kindly given us their names we might have acknowledged their receipt by a personal letter. Donations of money from friends in sympathy with our work have enabled us to purchase a beautiful and serviceable new organ, which was greatly needed for the Chapel.

Occasionally we receive letters from people telling us that they have a friend or relative whom they would like to have admitted to the Colony but hesitate about making application fearing the patient may be deprived of religious rights and consolation if sent to this institution. We wish to state positively that the fear is totally ungrounded, and we know of no parish where the spiritual wants of these people could be so well provided for as they are here. On the other hand, loyal children of the Church will leave to the judgment of the priest—who knows their needs

better than others—the advisability of admitting to public services and to frequent reception of the sacraments those who have become mentally weakened.

To all officers and employees who by their good will and co-operation have helped in no small degree to lighten our labors, we are most grateful.

Respectfully submitted,

HUGH A. CROWLEY,
Resident Catholic Chaplain.

REPORT OF AGENT ON MAINTENANCE OF PATIENTS.

SONYEA, N. Y., October 1, 1905.

To the Board of Managers of the Craig Colony for Epileptics:

I respectfully submit herewith a report of the cases investigated by me during the past year under Chapter 356, Laws of 1902, in relation to reimbursement for their maintenance at the Colony wholly or in part.

350 cases were carefully inquired into during the year. Of these I found 18 who could pay something toward their support, the remaining 332 being totally indigent.

Of the 18 able to pay wholly or in part, the rates were apportioned as follows:

2 to pay \$25.00 a year.....	\$50 00
4 to pay \$50.00 a year.....	200 00
2 to pay \$75.00 a year.....	150 00
5 to pay \$100.00 a year.....	500 00
5 to pay \$150.00 a year.....	750 00
	<hr/>
	\$1,650 00
	<hr/>

Respectfully submitted,

W. C. COOPER,
Agent.

REPORT OF PROTESTANT CHAPLAIN.

SONYEA, N. Y., October 1, 1905.

To Dr. W. P. Spratling, Medical Superintendent:

I hereby tender my report as Protestant Chaplain for the fiscal year closing September 30, 1905.

While awaiting the completion of the house designed for the chaplain's use, my work for the first six months after my appointment at Craig Colony, owing to nonresidence, was limited to two Sunday services each month. The interest and attendance, however, were not retarded, but perceptibly augmented. The room at the House of the Elders was enlarged and fully seated, thus affording ample space for the increasing numbers. Well-trained ushers faithfully performed their duties and a competent choir with piano led the singing.

At each morning service a Sunday school numbering 160 was ably conducted by a superintendent. Appropriate literature and singing books were provided and a gift of Bibles from the American Bible Society was received.

Following my removal there, April 1st, services were regularly held twice each Sunday, the patients giving respectful attention and evincing deep interest and a great desire for religious instruction. Not only have they made personal application of the truths as presented, but have sought in many ways to enlist the attention of the disinterested, helping by various means to make the services attractive and beneficial.

Frequent visits to cottages have been made and special attention to the sick and dying has been given. Stress has been laid on personal interviews to cheer the lonely and comfort the afflicted.

A new and convenient cottage pleasantly located provides the chaplain a suitable residence.

Owing to the rapid growth of Craig Colony a Protestant Chapel will soon be a necessity, a building exclusively for worship where religious sentiment will not be influenced by the associations of secular entertainments and social gatherings, which pervade the present place now used for such purposes.

Very respectfully submitted,

L. D. CHASE,
Protestant Chaplain.

REPORT OF TEACHERS, FEMALE DIVISION.

SONYEA, N. Y., October 1, 1905.

To the Medical Superintendent:

We respectfully submit the following report for the year ending September 30, 1905:

The average number of pupils in attendance during the year in the larger room was 46, with an average age of 16 years, ranking in grade from the third to the sixth of a public school.

The time allotted to each class was an hour and a quarter; the work pursued similar to that of a public school. The session of the first class began with a half hour devoted to gymnastics and singing. The second and third classes had gymnastics and singing on alternate days.

Three classes had plain sewing once a week, pupils learning to hem towels, fold hems on sheets, make gingham aprons, and kindred work.

Work in clay modeling once a week has been pursued to good advantage in training the pupils to use the hands deftly.

In most cases the work in reading, spelling and writing would compare very favorably with the work of pupils in public schools of the same grade. The number work is quite satisfactory, the interest being greater in that than any other one subject, while studies that require much memory work, like geography or definitions in any subject, are most difficult to acquire and very little progress is made.

In the smaller room—Miss Tracy's—the average attendance has been 37 and the average age 13 years. The grades in this room are designated kindergarten, first, second and sixth, corresponding to the same grades in the public schools of the State.

The kindergarten class has never exceeded 12 in number and the average daily attendance has been 10 so that a great deal of individual attention could be given. This work has been very satisfactory. Some had to be taught how to conduct themselves in school. The majority have done excellent work especially in card sewing and mat weaving. They were interested in all hand work. It is surprising how quickly the hemiplegics have learned, and how rapidly they progress in this work.

A half hour of the period devoted to this class has been spent in singing and calisthenics, leaving 45 minutes for regular work.

Much successful work has been done in the first and second grades, particularly in reading and writing. We have used Baldwin's readers and the vertical writing system has been taught.

In the language work in all grades we have aimed to correct improper forms of speech, and the work has been largely objective, using only such technical terms as were necessary for the correct written expression of the ideas developed.

The school library, though limited in size, and the literature work in the advanced grades have encouraged the other pupils to read good books. This diversion is helpful.

About 25% have failed to make any progress and their names have been stricken from the roll, brighter ones having come to the Colony, filling the vacancies. The majority are much interested and eager to learn as they have been denied the privilege of attending the public schools.

They are interested in singing and learn new songs readily. Those taking part in public exercises have done credit to their training.

One session each week was taken for outdoor exercise when the weather permitted.

The suggestions of the physicians in charge, and the frequent visits of the chaplains who manifest constant interest in school work, aid in maintaining regularity in attendance.

Notwithstanding that we meet with discouragements we consider the self-restraint to which the pupils are subjected and the normal influence of the school room to be of lasting benefit.

Respectfully submitted,

MARIETTA HITCHCOCK,

MARY TRACY,

Teachers.

DONATIONS.

The Colony's need for things the State does not buy is enormous. Its homes are poorly furnished. We have at the present time the barest necessities only, such as bedding, furniture, dining room ware and kitchen utensils. We need rugs, pictures, bric-a-brac and other articles of ornamentation that go to give an air of cheerfulness to home life.

We are greatly indebted for the following gifts received during the past year:

Mrs. L. Szasz.....	\$10 00
Charles L. Adrian	150 00
Mrs. John Seder.....	5 00
Dr. W. W. Groves.....	6 00
William Sherwood.....	10 00
Miss Marietta Hitchcock	3 00
C. W. Gamble.....	1 00
J. A. Dana.....	1 00
Mrs. W. A. Wadsworth.....	25 00
Mrs. Agnes H. Steele.....	5 00
Anonymous	2 00
Dr. Frederick Peterson	10 00
Hon. Otto Kelsey.....	2 00
D. C. Grunder	5 00
Mrs. C. B. Chapman.....	2 00
Mrs. Robert Ross.....	5 00
Mrs. Mary Rosenburg	1 00
W. O. Phelps	5 00
Mrs. Edward B. Johnson.....	1 00
Frederick L. Colver.....	5 00
Miss Jennie Jackson.....	50
Mrs. Leopold Manthey.....	2 00
Miss Annie E. Bollinger.....	2 00
Mrs. Newbrik	1 00
Barnet Cooper	1 00
Mrs. L. Knoll.....	3 00
Mrs. C. C. Valentine.....	25 00
A. Holstein	2 00

James Lynch.....	\$2 00
D. M. Garson.....	10 00
Anonymous	1 00
Michael Stern & Co.....	10 00
D. Szasz	5 00
Geo. L. Williams.....	20 00
Mrs. A. Eversman	1 00
Miss Lura E. Aldridge.....	2 00
Miss P. B. Ashley.....	1 00
I. P. Carmen	5 00
Mrs. Addie Sloan.....	1 00
Friends	25 00
John F. Connor	10 00
Mrs. Eveline Bond	1 00
Mrs. Emery Bulkley	20
Mrs. Charles Blongey	4 00
Mrs. Ursula Hand	1 00
A. Scherger	2 00
Mrs. Lillian Osgood	1 50
W. Kaplan	2 00
Mrs. Elizabeth Mallen.....	2 00
Mrs. Anna J. Koehle	1 00
Mrs. Chauncy Gaines.....	2 00
Mrs. C. Leventz.....	5 00
Mrs. Katherine Schneider	3 00
Mrs. Nellie O'Hara.....	2 00
W. A. Tuley	2 00
Mrs. George Cornell	1 00
Miss Annie Lessem	3 00
A. E. Amsdem.....	2 00
James E. Gray	2 00
Mrs. A. Custen	2 00
Hiram Blanchard	1 00
N. C. Goldstein.....	2 00
Benjamin Romansky	1 00
Charles Leventz	2 00
Mrs. Ella R. Osborn.....	1 00
J. Garfinkle	2 00

Pasquale Givia.....	\$2 00
Mrs. Hattie Sharot	1 50
Mrs. L. Lublinsky	2 00
Heyman Silverberg	1 00
Mary E. Powers	2 00
Mrs. Anna Hogan	2 00
Miss K. B. Walsh.....	1 00
P. Korth	2 00
John Flanagan	1 00
R. T. Combs	4 00
Mrs. J. A. Wolter.....	2 00
Mrs. J. Beckman.....	3 00
E. V. Cunningham.....	2 00
A. Farrar	2 00

The Aeolian Co., Pianola and Records.

Morris Marks, Magazines.

Mrs. Eunice Meyers, Magazines.

John M. Perry, Magazines.

W. W. Acker, Magazines.

Mrs. J. H. Dingman, Magazines.

E. C. Eickhoff, Literature and Music.

Miss E. V. Slack, Books, etc.

Mount Morris W. C. T. U., 1100 Magazines.

A. Hubredise, Magazines.

Mrs. Edward Seymour, Books, etc.

William E. Sloan, Box Toys.

Miss Edna M. Thirkell (for the Junior League of Sodas),
Christmas Box.

Friends, Books and Games.

W. K. Leland, Box Toys, etc.

Miss Elizabeth A. Shutz, Box Toys, etc.

Mrs. Seward Walrath, two barrels Magazines.

Prof. E. W. Huffcut, Pipes, Tobacco, etc.

Mrs. Oscar Craig, Magazines and Books.

Miss Mary E. Brion, Books and Games.

All Souls Church, Magazines.

Hospital Book and Newspaper Society, Reading Matter.

George B. Clark, Magazines.

Mrs. Julia Smith, Magazines.
Mrs. Mary Bennett, Magazines.
Mrs. Mary Rogers, Magazines.
Mrs. Thomas Rodman, Piano.
Children's Gardening Club, Flowers.
Dr. Walter G. Chase, Magic Lantern and Slides.
Mable Cone, Magazines.
Mrs. A. Backus, Magazines, etc.
Mrs. S. C. Wells, Magazines.
Miss A. E. Burns, Scrap Book.
Anonymous, Box Toys.
John R. Strong, Books, Pictures, etc.
Miss Emma C. Eickhoff, Reading Matter.
Mrs. Ira Patchin, Reading Matter.
Mrs. Ward Hawley, Toys and Reading Matter.
Mrs. E. L. Gray, Magazines.
Mrs. Annie G. Beardslee, Books and Papers.
C. K. Saunders, Magazines.
Waterloo Presbyterian Sunday School, Toys, Reading Matter.
C. M. Alvord, Magazines.
Miss Mary L. Pettit, Magazines.
Burk, Fitz Simmons, Hone and Company, Toys, etc.
Dr. Kate J. Jackson, Box Books.
Mrs. Munroe D. Baker, Pictures and Books.
Mrs. Prophet and Mrs. Brown, Dolls and Candy.
Mrs. John F. Dailey, Dolls, Toys.
Dr. Frederick Peterson, 200 Ampelopsis Vines (Japanese Ivy).
Victor Presbyterian Sunday School, Books and Toys.
Miss Jennie Jackson, Magazines.
Rev. S. W. Steele, Books and Games.
Mrs. M. N. MacDonald, Games and Books.
A. Harris, Candy.
School No. 4, Rochester, Dolls, Toys, Handkerchiefs.
Edward Clark, Dolls, Toys, etc.
Mrs. Fischer, Rug.

Through the courtesy of Mr. R. Bell, Superintendent of the Pennsylvania Railroad, Buffalo, 50 patients have the use of a coach free to Portage Falls for a picnic in August.

Mr. George F. Spencer, of Dansville, very kindly gave a song recital a short while ago. The patients enjoyed it immensely. Nothing appeals to them so much as music.

Dr. W. G. Chase of Boston gave two magic lantern lectures in August on his travels in Italy and in India.

Scores of our friends and the Press of Western New York were particularly good to us last Christmas. Their kindness and generosity made it possible for almost a thousand patients to have the best Christmas they ever experienced. The little folks were particularly happy.

The money given the Colony during the year was used for Christmas, for supplying male patients with tobacco, the Colonists generally with reading matter, with entertainments, and about \$230 on the Twelfth Annual Report.

APPOINTMENTS AND RESIGNATIONS.

Dr. A. M. Tremaine, Woman Physician, left the Colony October 30, 1904, to study abroad. She was succeeded by Dr. Mary Clayton who resigned last July to enter private practice.

Dr. Horace LoGrasso resigned as Medical Interne in June last to enter private practice. The vacancy caused by his resignation was filled by Dr. Walter L. Pannell who later went to the Buffalo State Hospital.

Dr. Nancy B. Craighead was appointed Woman Medical Interne September 1, 1905.

Dr. N. B. Ross was appointed a Medical Interne October 1, 1904. He has had charge of the Men's Infirmary and the West Group and has given the best possible satisfaction.

A FINAL NOTE OR TWO.

Being the only institution strictly along Colony lines in the United States, scores of lay visitors, physicians, and commissioners visited us during the year to study the Colony System, some of them coming from abroad. It is gratifying to note that other states are making provision strictly along Colony lines for their dependent epileptics; Indiana being the latest.

NATIONAL ASSOCIATION FOR THE STUDY OF EPILEPSY.

In 1901 an association was organized in this country:

- "1. To promote the general welfare of sufferers from epilepsy.
2. To stimulate the study of the causes and methods of cure of this disease.
3. To advocate the care of epileptics in institutions where they may
 - (a) receive a common school education;
 - (b) acquire trades;
 - (c) be treated by the best medical skill for their malady.
4. To assist the various states in America in making proper provisions for epileptics."

The next meeting of the association will be held in the Academy of Medicine, New York City, the afternoon and evening of November 29, 1905.

The officers for the present year are:

Dr. William P. Spratling.....*President*
 William Pryor Letchworth, LL. D.....*First Vice-President.*
 Dr. Max Mailhouse.....*Second Vice-President.*
 Dr. Everett Flood.....*Secretary and Treasurer.*

The Hon. H. H. Bender, Fiscal Supervisor of State Charities, was here in December, 1904, and again in May of the present year.

The Hon. William Pryor Letchworth, LL. D., "The sage of Glen Iris," who was so powerful a factor in founding Craig Colony and who has been a staunch friend and supporter of all worthy charities in this State for more than a third of a century, made us a brief visit.

It may not be improper for me to say here that all the patients and employees of the Colony, by penny subscription and upwards, raised a fund for a loving cup that was presented to Mr. Letchworth at his home.

I express my appreciation of the support I have never failed to receive at your hands.

Respectfully submitted,

WILLIAM P. SPRATLING, M. D.,

Medical Superintendent.

REPORT
OF THE
COMMITTEE ON THE BLIND.

REPORT OF THE COMMITTEE ON THE BLIND.

To the State Board of Charities:

Your Committee on the Blind begs leave to report that during the fiscal year ending September 30, 1905, the work of the two schools for the blind has been interrupted to some extent. In New York city the institution for the blind suffers from its proximity to the great terminal of the Pennsylvania Railroad. On this ground, which is to be used for its great central passenger station and for the movement of trains by the Pennsylvania Railroad Company, blasting and similar preparatory work now make the neighborhood an unpleasant one. The buildings are only one block distant from the terminal property. The dust, noise, and general traffic have an unpleasant influence, and the shock from frequent heavy blasts affects the nerves of pupils and teachers of the school. Those of the pupils who are permitted to leave the building for any purpose are always exposed to danger. For these reasons the institution should be removed as soon as possible.

The New York Institution for the Blind is making preparation to leave its present location and erect new buildings on its land on Washington Heights, but it is a serious question whether that is a suitable location for this institution. Admitting the convenience incident to location in the city, there are certain drawbacks at the Washington Heights location which more than offset the convenience. It will be difficult there for the pupils to have desirable freedom and opportunities for open-air exercise. If located in the country, with ample grounds, the open-air exercise would be a very important element in the general scheme of training, but so long as the school is hemmed in by city restrictions, the pupils will have difficulty in developing the freedom and initiative which are essential to their welfare. The new location proposed is too small for such an institution. In the near future it will be surrounded closely by dwelling houses, and the school must suffer from the same conditions which have proven detrimental heretofore. It would be much better to go into the country and reopen the school on a good sized farm.

The general work has been satisfactory during the year. The school maintains a high standard of excellence in its teaching, and its graduates reflect credit upon their instructors.

The State School for the Blind at Batavia has suffered from serious interruption owing to the failure of contractors to complete the work of improvement prior to the opening of the school year. In consequence, pupils have lost months of instruction, and for a time at least the presence of workmen in the buildings interfered with the regular daily routine of the school.

The loss of nearly four months of school training during the past year and the loss of nearly two months in the fiscal year beginning October 1, 1905, is a serious matter to the children who depend upon this institution for an education. Preparations should have been made in advance for work to be done in the way of repairs. If plans had been made and contracts let, so that work could have been begun the day after the close of the school, there would have been no necessity for the postponement of the opening in the fall.

The substitution of manual training for trade instruction is under consideration in the schools for the blind. It is felt that manual training is an important element in any general educational scheme, and that in the case of the blind it should be undertaken early to develop self-reliance and confidence in the pupils. The tendency at the present time is in the direction of a general development rather than toward instruction in particular trades. It is understood that manual training is of benefit to a pupil, no matter what career may be entered into later, and therefore that it should have a place in the curriculum.

Special trade instruction, however, is not abandoned. It is reserved for exceptional cases. The emphasis of the school work is put on the general cultivation of the mind, the development of intellectual power, as a preparation for any business. When this is accompanied by dexterity in the use of the hands and other members of the body, usually there is little difficulty in finding a remunerative place for a blind person. No special trade is reserved in this country to the blind. Any person may choose a trade, profession, or calling, and the competition is therefore keen in all kinds of labor. Therefore unless a trade is

one in which the blind are not greatly handicapped, the blind workman is at a great disadvantage if he is compelled to depend upon the labor of his hands. For this reason the schools believe that it is far better to prepare the blind pupils to undertake any kind of work, especially for those positions which call for mental quickness.

The education of the blind requires a longer period than is necessary in the case of seeing students. Unfortunately the beginning of school instruction is often delayed through the desire of parents to shield their unfortunate children from the dangers which lie outside of the home. This natural feeling causes parents to stand in the way of the education of their children. The result is that blind children enter school much later in life than do seeing children. Instead of being under instruction as early as possible, they are frequently kept away from school until habits are fixed and the mental development becomes difficult.

The State requires all normal children to attend school. It does this for its own protection and that the children may be fitted for service and responsibility. The compulsory education law should be extended to the blind and all other defective children. It is in the interest of the State to have the training of the blind begin early. The more complete the education, the less probability of the blind becoming public dependents. It is by the cultivation of the mental powers and the training of the special faculties that the blind can be best prepared for the competitions of the labor market. It is the duty of the State therefore to insist that all blind children be sent to school as soon as possible after they have passed the age of four years. This will enable the schools to begin the course of training when the mind is in its most plastic state, and enable the teachers to inspire the blind with proper ambitions.

Respectfully,

WILLIAM H. GRATWICK,
STEPHEN SMITH, M. D.,
AUGUSTUS FLOYD.

Committee.

REPORT
OF THE
COMMITTEE ON THE DEAF.

REPORT OF THE COMMITTEE ON THE DEAF.

To the State Board of Charities:

Your Committee on the Deaf begs leave to report that the ten schools for the instruction of the deaf-mute children of the State have had 1,842 pupils under their care during the fiscal year ending September 30, 1905. At the close of the year they had 895 boys and 769 girls in the classes, a total of 1,664. Of this number the schools in New York City reported 1,082, or over 65 per cent of the total number. The three schools established in the central and northern sections of the State, at Albany, Malone, and Rome, had 236 pupils, or a little over 14 per cent of the whole number. The two western schools, located one in Buffalo and the other in Rochester, reported 346 pupils at the close of the year, or nearly 21 per cent.

This distribution is very nearly in proportion to the population, but the most centrally located one, the Central New York Institution for Deaf-Mutes, has not reaped any advantage from its situation. On the contrary, it seems to have lost its prestige, and to need a complete reorganization. The other schools have kept step with the progress of the years. They have made improvements in buildings and grounds, and with revised courses of study have shown a determination to provide the children committed to their care all the education possible.

The new rate of compensation, \$300 per pupil, has enabled the schools to do better and more varied work than heretofore.

The total receipts of all the schools were \$1,085,602.50, and the expenditures \$940,238.40, thus leaving a balance of \$145,364.10 for investment, or to make improvements.

Most of the buildings are of recent construction, but repairs are made necessary by the hard usage to which they are subjected. In this matter the school at Rome is far behind the other nine, and is in need of extensive alterations and other improvements which will conduce to the welfare of the pupils. Its indebtedness has been converted into a mortgage on the grounds and buildings. The legality of such a mortgage is doubtful, but the fact that such an incumbrance is carried, and that it is bearing inter-

est which has to be met from the per capita allowance for the education and maintenance of the pupils makes the prospect of this school unsatisfactory. As long as this institution continues burdened with debt it will be unable to make the necessary changes in its buildings and equipment, or add things essential to its training courses.

The training has not been satisfactory in the Rome school, and the frequent resignations of hearing teachers from the teaching staff has weakened the educational work, as the higher classes have been left in charge mainly of three semi-mute men teachers. Apparently the well-trained and competent hearing teachers have been unwilling to remain associated with a school in which the work is not satisfactory. The school needs complete reorganization, and until this is accomplished will not do the successful work which the State rightly expects from all the schools it maintains.

There are many deaf-mute children of school age who are not in the schools. Some of these are feeble-minded, but the large majority have normal mental powers and should be under instruction. Compulsory measures would secure their attendance and prevent delay in beginning their training, which is the cause of much harm, and sometimes makes it practically impossible for them to secure an education.

An experimental class for children of the backward type has been organized in the Albany school, and the results have been very satisfactory. The experiment has proven so successful that it will be continued until such time as a separate school for the backward deaf is organized. The latter are out of place in the ordinary classes for deaf-mute children. They need special attention which can be given only in a class or school set apart for the dull or backward. In many cases this backwardness verges so close to the line of feeble-mindedness that it is hard to distinguish between the two. It therefore is essential that the teachers of such classes be trained for the work and be able to individualize their teaching.

The industrial training of these children is of prime importance; many of them are taught trades, and all receive some instruction in this line. An effort is being made to fit the pupils

for self-support on graduation. The schools graduate many good printers, carpenters, tailors, shoemakers, housekeepers, and dressmakers, as well as a number of artists, engravers, and designers.

Viewed as a whole, the work of educating the deaf-mutes of the State is making steady advancement.

Respectfully,

JOHN NOTMAN,

WILLIAM R. REMINGTON,

MICHAEL J. SCANLAN,

Committee.

REPORT OF THE COMMITTEE ON THE THOMAS INDIAN SCHOOL.

To the State Board of Charities:

Your Committee on The Thomas Indian School reports that:

The school population of this institution at the close of the year was 149, of whom 61 were boys and 88 girls, but during the year it had 181 children under its care.

The total receipts for all purposes were \$45,642.27 and the expenditures, including those for buildings and improvements, were \$45,544.19.

Fifty years have passed since The Thomas Indian School was originally established as an asylum and school by private philanthropy. Since its founding conditions have greatly changed, and even the policy of the Government towards its Indian wards has been revolutionized. Fifty years ago the Government's policy was one of segregation. It gathered the Indians upon reservations and endeavored as much as possible to keep them separate from white people. Now it has broken up the reservation and tribal system. Instead of separating the Indians from the whites, it proposes to domicile them among white neighbors and give them similar responsibilities. In the west, citizenship for the Indians, with all that it implies, is the outlook. In the State of New York the Indian has practically remained at a standstill for the half century. The reservations are maintained; tribal relations continue; ignorance prevails; and there is more or less dependence upon the public bounty. One of the missions of The Thomas Indian School is to change these conditions and prepare the Indian children for the responsibilities of citizenship. It will take in the destitute class of Indian children—orphans and others left with no one able or willing to care for them. It proposes and has given both home and school training to these unfortunates and fitted many of them for positions of usefulness and honor. The fifty years of its service to the State have accomplished much for the Indians in the western part of New York. The remnant of the Iroquois who originally dominated all the central and western portions of the State as well as all the surrounding regions is indebted greatly to The Thomas School for opportunities which

would not have been granted to Indians were it not for the education and training given by the school.

The change of name made by the Legislature of 1905 indicates progress in the right direction. Heretofore it has been the Thomas Asylum for Orphan and Destitute Indian Children; henceforth it is to be The Thomas Indian School, with larger aims and greater opportunities. The equipment of the institution by the State is now almost completed, and there is therefore a probability that the plans of those who secured its establishment as a State institution will be fully carried out.

There remains something to be done, however, in the way of equipment. The school building needs enlargement also, and the course of instruction and the number of teachers require additions. The maintenance appropriation should be sufficient to provide liberally for all proper needs, and the institution then be open to all Indian children in the State who are unable to secure an education elsewhere.

Your committee reports that during the year the general health in the institution has been good and that the scholastic and industrial work has been carried forward as well as possible under present conditions.

It recommends that the necessary changes be made as soon as possible, and advises the extension of the industrial training in such further ways as may be found beneficial to Indian youth.

Respectfully submitted,

WILLIAM H. GRATWICK,

AUGUSTUS FLOYD,

Committee.

REPORT
OF THE
COMMITTEE ON THE NEW YORK STATE HOSPITAL
FOR THE CARE OF CRIPPLED AND DEFORMED
CHILDREN.

REPORT OF THE COMMITTEE ON THE NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN.

To the State Board of Charities:

Your Committee on the New York State Hospital for the Care of Crippled and Deformed Children reports as follows:

This institution, originally located in a leased building at Tarrytown, has entered upon a new stage in its development. It has been removed from the rented building to the property purchased by the State for its use at West Haverstraw.

For five years the hospital occupied the Tarrytown property, but during the entire period was cramped for room, and its managers have realized the urgent necessity for more commodious quarters. The Legislature of 1903 made an appropriation of \$50,000 to cover the cost of suitable grounds and buildings, and the commission intrusted with the selection of a new location made choice of the property in West Haverstraw whereon the hospital is now established.

Upon the grounds purchased for the hospital, there is a large two-story and basement building of the colonial type, which had been occupied as a residence by the former owner. This has been repaired and rearranged for the use of the institution. The old library, on the first floor, a large, well-lighted and pleasant room, has been converted into one of the wards to be used for girls, and two large rooms on the second floor have been arranged for boys. On the first floor, in addition to two wards for girls, there are two dining rooms, one intended for the children, and the other for the employees, a small central hall, which will be used temporarily as a sitting room, and lavatories, closets, and other accommodations. On the floor above, besides the wards for the boys, are rooms for the nurses, physicians, and other attendants, as well as the necessary toilet and bath rooms. Besides these rooms, an addition to the building, nearly completed, will provide a solarium on its first floor, a schoolroom on the second, and an additional stairway opening on the ground, which can be used in case of fire or other emergencies, to supplement an iron fire escape which has just been completed and the main staircase. There are two other stairways in the building, one

leading from the second floor to the kitchen in the basement, and the other from the main hall on the first floor to the basement.

The basement is divided by a narrow central hall, and the kitchen, laundry, furnace, and rooms for storage are located in it. Adjoining, but not under the main building is a large room made by the front wall of the building and the stone support of the great front porch. This can be utilized for additional rooms for cold storage, and other purposes. Under the two-story solarium to which reference has been made, will be a drying room for use in stormy weather and when the ground is in such a condition as to make open-air drying impossible.

DEFECTS.

The chief defect in this building, other than its limited capacity, is the difficulty of properly ventilating the wards. There are no transoms over the doors, and the fire places have been closed. The steam pipes and radiators are not well placed, and one pipe at the door of the furnace room will be a constant menace to the safety of all who enter.

The rooms available for the domestic helpers are not sufficient in number. One old room in the basement, used by the laborer, has no window, and can be ventilated through the door only. The others, bedrooms for the help, are small, and it will be necessary to put two persons in each, although they are none too large for one person.

As the use of this building for ward purposes will be temporary, these matters are alluded to in order to prevent similar conditions in the ward building which is to be erected eventually.

CARELESS WORK.

The building is not fully equipped to meet an outbreak of fire. The lines of fire hose are not in place, owing to neglect on the part of the contractor. The safety of the children should be secured as far as possible, and the State Architect, who has charge of the renovation and equipment of this building, should compel the contractors to complete their work.

Carelessness was shown by the plumbers, who left the floors in the bath rooms badly stained. The State Architect should have compelled them to remove the stains and leave the floors in satisfactory condition.

SEWERAGE.

It is the intention to have ample sewer connections to the river, and thus dispose of sewage, but until the main trunk sewer and connections are completed, two cesspools are in use. One of these is newly constructed, and was intended to dispose of sewage by filtration until the trunk line to the river is completed. Unfortunately the character of the soil was not taken into account in planning this cesspool, and it soon overflowed into the basement of the building. It became necessary to connect it with an older cesspool located on lower ground, and will serve until the sewer to the river is completed, if that be not too long delayed.

BARNs AND OUTBUILDINGS.

There are a number of wagon sheds and two barns, which were purchased with the property. Besides these there is a chicken house and a large corn crib near the barns. All these buildings are in need of extensive repairs, and with rearrangements can be made useful. The ground floor of one of the barns can be fitted up as a play room for the boys to use on stormy days.

ISOLATION PAVILION.

The appropriation for a pavilion to be used for cases of contagious disease has been expended. A one-story cottage, having a furnace room beneath, is completed and ready for occupancy should need arise. It stands close to the barns, and should these be used for stock, its location will prove unwise, as the flies and barn odors will be annoying. It would have been better to have placed it at a distance from the other buildings, where there would be less danger to patients of the main hospital.

THE GROUNDS.

The main building crowns a gently sloping hill on the outskirts of the village of West Haverstraw. Its elevation is sufficient to command, from the front, a view of the Hudson, while to the rear fields stretch to the overlooking mountain. The soil seems fertile, and under proper management the gardens will be productive. There is a good orchard on the tract, and building sites for the contemplated hospital pavilions, while the general situation gives every promise that it will prove healthful and satisfactory.

NEED OF MORE HELP.

The new hospital building is much larger than that at Tarrytown. In the latter only 25 patients could be accommodated, but in its new home at least 35 and possibly 45 patients can be cared for. This enlargement will necessitate more domestic help. The matron cannot possibly do the household work properly with the few assistants now allowed her. Three more women are needed. one in the kitchen, one in the laundry, where all work is done by hand, and the third for general utility.

To do garden and other outside work, a second man is necessary, and if cows and horses are to be kept three men will be required for the heavy labor of the institution.

SUCCESSFUL WORK.

The general work of the hospital during the year has been of a satisfactory character in spite of the disadvantages under which it was done. Some children have been returned to their homes cured. Others have been greatly benefited, while all have been helped. In its new home, with more room, a better equipment, ample grounds, and sufficient funds, the New York State Hospital for the Care of Crippled and Deformed Children will increase its usefulness.

ANNIE G. DE PEYSTER,
STEPHEN SMITH,
AUGUSTUS FLOYD.

Committee.

REPORT
OF THE
COMMITTEE ON SANATORIA FOR CONSUMPTIVES.



REPORT OF THE COMMITTEE ON SANATORIA FOR CONSUMPTIVES.

To the State Board of Charities:

Your Committee on Sanatoria presents herewith its annual report:

The distinction between the hospital and the sanatorium is that, while both are intended for the cure of disease, the sanatorium has in addition to its curative work an educative feature. In the hospital the aim of all its work is the successful treatment of patients suffering from disease. When their cure is accomplished or the patients have been benefited to the full extent of the hospital's resources they are ready for discharge, for the hospital's work is accomplished so far as they are concerned. In the case of the sanatorium, while science is called upon to do its part in treatment of disease, the acute forms of diseases are seldom present in sanatoria. Patients who enter these institutions are usually in conditions far beyond the acute stages. It is generally found that the patients in the sanatorium have endeavored to cure themselves in their own homes before their admission or have called to their assistance resources outside of the ordinary hospital. They enter the sanatorium in the expectation that its methodical regimen will enable them to overcome the tendencies of disease and reestablish the condition of health. The sanatorium supplements the efforts of its patients by the enforcement of rules for diet, rest, exercise, ventilation and other means to assure sane living, as well as by medical treatment. In the case of the sanatoria under public control, the educational effect may well be considered the chief end. Where it is possible to receive only 100 patients for direct treatment into an institution of this character, it is also possible to spread the doctrine of rational living through this 100 patients, when discharged, in 100 homes, which thus become centers of influence and enlightenment in all the neighborhoods where they are located.

The curative and educational work of the sanatorium is strikingly illustrated in the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, at Raybrook. The percentage of recoveries is announced by the Superintendent to

be about 70 per cent. The institution is arranged for 160 patients, but in addition to the 160 patients who can be accommodated in the permanent dormitories, a tent colony affords quarters for 100 additional patients. Thus, the total number of available beds in the hospital is 260, and as the institution has a constant maximum population the number of persons directly benefited by the treatment is very large. Assuming that the average stay of each patient is six months, it follows that in the course of a single year over 500 patients have been under care, of which number 70 per cent., or 350 patients, have been restored to health. If now we add to this the beneficent result, the educational influence of the institution, which is very widespread and effective in teaching families how to avail themselves of the curative influences of fresh air and sunshine and proper foods in their homes, the value of the work of this hospital to the people of the State may be estimated. It was established as an object lesson and demonstrates what can be accomplished for patients suffering from incipient pulmonary tuberculosis who are willing to live the simple life. The hospital thereby not only fulfills its purposes as a curative institution, but becomes a school where the inmates learn by personal experience how fresh air, sunshine, moderate exercise and good food make for health. The concrete always appeals to the mind more powerfully than does the abstract.

Another important result has followed the establishment of this hospital, viz., the lesson taught by the tent colony in the Adirondacks has led to the establishment of local tent colonies for tuberculosis patients in most of the counties in the State. The State Commission in Lunacy and its corps of Superintendents has approved the tent for patients of this class in the State hospitals, and a number of the almshouses of the State have erected tents on their own grounds and now maintain in them patients suffering from tuberculosis. Thus the adoption of the tent-idea in the treatment of patients at the State hospital has not only spread the knowledge of the benefits of fresh air and sunshine, but has led to the practical application of its methods over the entire State. It is gratifying to state, also, that since the agitation of the open-air treatment of tuberculosis began

the medical journals and societies, as well as the newspapers and other periodicals of this State, have constantly and conscientiously proclaimed the doctrine that fresh air, sunshine and good food are the best agents to prevent as well as to cure this disease. In this connection we repeat what your Committee has heretofore stated, that, although certain localities may offer more favorable opportunities than others for the enjoyment of sunshine and fresh air, there are few, if any, portions of the State where the people cannot live under satisfactory hygienic conditions.

Since the beginning of the fiscal year the most notable change in the administration of the State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, at Raybrook, was caused by the resignation of Dr. John H. Pryor, the first superintendent of the institution. Dr. Pryor labored for many years to awaken public interest in the establishment under State control of an institution for the treatment of tuberculosis. When the Raybrook Hospital was established he was appointed the superintendent and the onerous labors of organization were laid upon him. That the institution has developed so rapidly and is now able to accommodate a maximum number of patients is largely due to the untiring and intelligent efforts of Dr. Pryor. Upon his resignation the board of managers appointed as acting superintendent, Dr. Melvin P. Burnham, who had received his special training in the care of patients suffering from tuberculosis in the Seton Hospital, New York City. Dr. Burnham has since been appointed superintendent and is now the head of the institution.

The progress in building has been slow. Last year the delays were reported to the Board and it was pointed out that a full year would elapse before all the changes and additions necessary to the buildings could be finished. A year has passed and there remains much yet to be done. Your Committee regrets that such serious delays are possible under contracts entered into with the State, but it is convinced that until the penalties named in contracts are rigidly enforced there will continue to be disregard of the interests of the State. Although the institution was established by Chapter 416 of the Laws of 1900, which made an appropriation for buildings, the work did not begin thereon until October, 1902, and has not yet been completed. When the main

be about 70 per cent. The institution is arranged for 160 patients, but in addition to the 160 patients who can be accommodated in the permanent dormitories, a tent colony affords quarters for 100 additional patients. Thus, the total number of available beds in the hospital is 260, and as the institution has a constant maximum population the number of persons directly benefited by the treatment is very large. Assuming that the average stay of each patient is six months, it follows that in the course of a single year over 500 patients have been under care, of which number 70 per cent., or 350 patients, have been restored to health. If now we add to this the beneficent result, the educational influence of the institution, which is very widespread and effective in teaching families how to avail themselves of the curative influences of fresh air and sunshine and proper foods in their homes, the value of the work of this hospital to the people of the State may be estimated. It was established as an object lesson and demonstrates what can be accomplished for patients suffering from incipient pulmonary tuberculosis who are willing to live the simple life. The hospital thereby not only fulfills its purposes as a curative institution, but becomes a school where the inmates learn by personal experience how fresh air, sunshine, moderate exercise and good food make for health. The concrete always appeals to the mind more powerfully than does the abstract.

Another important result has followed the establishment of this hospital, viz., the lesson taught by the tent colony in the Adirondacks has led to the establishment of local tent colonies for tuberculosis patients in most of the counties in the State. The State Commission in Lunacy and its corps of Superintendents has approved the tent for patients of this class in the State hospitals, and a number of the almshouses of the State have erected tents on their own grounds and now maintain in them patients suffering from tuberculosis. Thus the adoption of the tent-idea in the treatment of patients at the State hospital has not only spread the knowledge of the benefits of fresh air and sunshine, but has led to the practical application of its methods over the entire State. It is gratifying to state, also, that since the agitation of the open-air treatment of tuberculosis began

the medical journals and societies, as well as the newspapers and other periodicals of this State, have constantly and conscientiously proclaimed the doctrine that fresh air, sunshine and good food are the best agents to prevent as well as to cure this disease. In this connection we repeat what your Committee has heretofore stated, that, although certain localities may offer more favorable opportunities than others for the enjoyment of sunshine and fresh air, there are few, if any, portions of the State where the people cannot live under satisfactory hygienic conditions.

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buildings were erected many of the essential features of the original plans were omitted. In consequence of one such omission a very serious defect exists, viz., the only way to enter the offices on the second floor is to pass through the main dining rooms on the first floor. The original plan provided for a veranda along the front of the administration building, and it was intended to have a stairway in this leading directly from the ground to the offices.

The plumbing and kitchen equipment have not been entirely satisfactory, but as the patients live mostly in the shacks and tents, it is hoped that all defects of this kind will be remedied before the inclemency of a winter season again compels all the patients to live in the main buildings.

Your committee recommends that a sewerage disposal plant be completed as soon as possible and that all interior and exterior painting necessary be provided for without delay. The institution should have a good barn and the approach to the railway station be graded that there may be readier access to the institution.

One of the chief helpful agents employed in this institution in the treatment of pulmonary tuberculosis is a careful diet. Patients must be fed regularly with food which can be easily assimilated and which contains in itself the necessary elements for building up the system. For this reason the annual appropriation for maintenance must be sufficient to permit the purchase of ample supplies of all kinds, and your committee recommends that it be based upon a per capita cost of ten dollars per week.

Respectfully submitted.

STEPHEN SMITH, M. D.,
WILLIAM R. STEWART,
S. W. ROSENDALE,

Committee.

REPORT
OF THE
COMMITTEE ON STATE AND ALIEN POOR.

REPORT OF THE COMMITTEE ON STATE AND ALIEN POOR.

To the State Board of Charities:

Your Committee on State and Alien Poor takes pleasure in reporting that the important work connected with the relief and removal of State and Alien Poor has been vigorously prosecuted during the past year. The number of persons committed as State poor has decreased during the year, and as a consequence the expense to the State for their maintenance is much less than it has averaged heretofore.

It cannot be denied that the general prosperity of the country has something to do with this decrease in applications for relief. When conditions are prosperous, work is everywhere abundant and wages remunerative. In consequence there is less tendency to travel in order to better conditions. When work is scarce and wages decrease, many persons, especially of the laboring class, leave their homes and go to other cities or states in order to find either employment or more remunerative wages. For several years work has been abundant, and its immediate result, so far as the State poor is concerned, has been a reduction in the number of persons applying for relief. This, however, would not account for the great falling off in the number of applications for relief and commitments as State poor persons. A more vigorous policy of investigation has done much to lessen the number of commitments and the prompt examination of all persons committed, resulting in quick removal to proper residential localities, has reduced the cost of maintenance. Taking the two causes together the result has been a large saving to the State as well as a more efficient prosecution of the work.

NONRESIDENTS.

In addition to the removal of State poor, many of the class called nonresident poor have been assisted to their homes. Ordinarily a nonresident poor person is likely to remain a public charge in a county or town almshouse for a considerable length of time unless the county superintendent of the poor or the inspectors of this Board report his presence to the Department of

State and Alien Poor. The present system of examining the record of every person committed to an almshouse in the State results in the detection of most of the nonresidents. Many of the records, however, are too meager to give the necessary information to determine settlement. The department therefore must depend upon its inspectors and the county superintendents of the poor for additional information, and this usually requires a special investigation.

Many of these nonresidents are children whose parents or guardians have left the State after having their children committed to institutions. When the residence of the parents is established in another state, the legal settlement of the children is with that of the parents and they are thereupon sent to their parents whenever the latter are found. In the city of New York there are hundreds of deserted children whose parents have removed to other states. If their residences could be found, the city could be relieved of the maintenance of the children, but unfortunately it is difficult to trace the deserting parents. Often they are found by accident. Occasionally natural love or the promptings of humanity cause them to write and make inquiries about the welfare of their children. This leads to the discovery of the new settlement of the parents and the return of the children.

ALIENS.

One of the most important problems which this country has to deal with is the problem of the immigrant alien unfitted for citizenship in this country. At the present time immigrants are coming to the United States from foreign lands at a rate of over one million each year. Of this number the large majority are physically and intellectually fit material for citizenship, but the minority are altogether undesirable. Paupers, criminals, idiots, epileptics, and insane persons, as well as persons physically unable to maintain themselves in this country, persons afflicted with loathsome and contagious diseases, persons of tendencies antagonistic to American institutions, and men, women, and children assisted to this country to become for a time virtually slaves, make up the minority who are classed as undesirable immigrants.

Among these many drift into our public institutions very quickly. Within two days of landing some have been found in

the almshouse and hospitals of New York City; within a month others for crime have been committed to prison under long sentence; while in the case of children a very short time only elapses before applications are made for the commitment of many who are diseased, defective, or deformed, to public institutions to be maintained at public expense.

It has been felt by your Committee that the present Immigration Laws are not sufficiently definite to enable the United States authorities to exclude the undesirable immigrants. In the report of the committee presented last year a number of suggestions were made of modifications or amendments to the laws which in its judgment would enable the United States Bureau of Immigration to keep out a much larger proportion of the undesirable immigrants than at present.

A National Conference of Immigration, held under the auspices of the Civic Federation, December 6, 7, and 8, 1905, brought together representatives from all the states of the Union to consider the various problems of immigration. The discussions were in the main on the best ways of excluding the undesirables. It was admitted by all in attendance that there could not be too many immigrants at present of the desirable class. Those who are fitted physically, mentally and morally to adapt themselves to American conditions are welcome, but the Conference declared for a more rigid enforcement of existing laws and also for such amendments as would prevent the admission of as many as possible of the criminal, pauper, defective, and unfit aliens.

Since that Conference the Congress of the United States has prepared bills to amend the present laws. In the main the amendments all follow most of the suggestions made by this Committee in its report last year, and if the bills become law there can be no doubt that a check will be given to the influx of the unfit from foreign lands. The principal changes proposed by the Committees of the Senate and House of Representatives are a better definition of the classes which should be excluded, provision for a medical examination en route, a literary test, a heavy fine upon transportation companies for bringing to this country persons suffering from loathsome or contagious diseases, and an increase of the head tax.

The latter proposed amendment does not seem to your Committee to be a necessary one. It is true that an immigrant who can raise two dollars, the amount of the present head tax, can probably secure five dollars, the head tax proposed; but to families venturing their all in a strange country the three dollars additional for each person is a very serious tax and may be a handicap difficult to overcome. In the case of criminals or assisted immigrants brought over for labor, the additional tax will not act as a bar, because the criminal usually has much more money at his command than the poor laborer, while the padrone or others interested in securing cheap labor will readily advance the additional amount necessary.

The chief gain in the new law is the sharper definition of those to be excluded. Persons of enfeebled vitality, unfit to cope with the strenuous life of this country; the feeble-minded, and the illiterate, will hereafter be prevented from landing if the proposed legislation is accomplished. Your committee is not certain that the literary test is necessary, although it is not an English test except for English-speaking peoples. It is proposed in the bills that the adults of other races be required to read in their mother tongue, and that the text be the Constitution of the United States. Training in preparation for landing in this country therefore will to an extent be a study of American institutions. Even though the reading required is small in amount, the uncertainty of what part of the Constitution will be required must compel the intending immigrant to read the entire document, and perhaps in this way an understanding of the fundamental principles of American government will be acquired.

DEPORTATIONS.

During the year a number of aliens have been returned to their native lands by the Department of State and Alien Poor, and the work to secure the removal of some of them illustrated the difficulty under which the State of New York labors. One case, that of thirteen South African negroes brought to the United States as a part of an exhibition to illustrate at the St. Louis Exposition some features of the Boer War, showed that the existing laws and the rules of the Bureau of Immigration thereunder are

inadequate to meet present needs. These men were permitted to land for the special purpose of taking part in an exhibition at the Louisiana Purchase Exposition. Under the special provisions of the exposition laws they were allowed to land by the Secretary of Commerce and Labor, who was authorized to make rules for their landing and their return. When the St. Louis exhibition closed, these men, with others of the company, were exhibited for a time in New York City, but with the breaking up of the show they became public dependents. The United States authorities refused to return them to their homes in South Africa. The case was appealed from the Commissioner of Immigration to the Secretary of Commerce and Labor, who upheld the decision of the Commissioner of Immigration, whereupon, by order of the Board, the facts were laid before the President of the United States, who, very strangely, instead of sending them to the Attorney-General of the United States for his opinion upon the law, referred them to the Secretary of Commerce and Labor, who of course upheld his own previous opinion. In consequence the State of New York was compelled to return these unfortunate people to their homes at its own expense. The correspondence in this case is appended to this report, but your Committee cannot let the matter pass without calling attention to the failure of the authorities in Washington to comply with the provisions of the special law which permitted these men to land. It was a wrong to the State of New York that it should have been compelled to pay for the transportation of these people. Your committee is convinced that had President Roosevelt referred the matter and the questions of law involved to the consideration of the Attorney-General instead of to the Secretary of Commerce and Labor who had already passed upon it, the result would have been different.

Your Committee desires to call attention to the Report of the Superintendent of State and Alien Poor appended, and to the large number of removals of aliens which have been made during the past year. The total number removed was 143. All these persons would in all probability have been permanent charges upon public charity in this State if permitted to remain in our public institutions. Their removal has heretofore been a direct

benefit from an economic standpoint, to say nothing of the humanitarian gain due to their return to their former homes and friends.

Respectfully submitted,

DENNIS McCARTHY,
WM. R. STEWART,
WM. H. GRATWICK,
AUGUSTUS FLOYD,

Committee.

CORRESPONDENCE APPENDED.

STATE BOARD OF CHARITIES,

DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., *September 20, 1905.*

HON. ROBERT WATCHORN, *Commissioner of Immigration, New York City:*

Dear Sir:—We have, in the State Almshouse at Flatbush, N. Y., a negro boy, aged 13, born at Johannesburg, South Africa. He came to this country with the Boer War Company now at Brighton Beach, when it brought its troupe of Boers and Negroes to the United States about eighteen months ago, during the latter part of March, on the S. S. "Doune Castle" of the Union Line, which arrived at Newport News. This boy is called "Pickaninny" and knows no other name. He has been with the Boer War Company under charge of a man named Claude von Plasster, who returned to South Africa August 23, 1905. The Boer War Company refuses to maintain the boy or provide for his return to South Africa, where the boy desires to go to his parents.

Can the U. S. Immigration Commission provide for the return of this boy, or take steps to compel the Boer War Company to care for him?

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

DEPARTMENT OF COMMERCE AND LABOR,
IMMIGRATION SERVICE.

NEW YORK, *September 22, 1905.*

MR. ROBERT W. HILL, *Superintendent, State and Alien Poor,
Albany, N. Y.:*

Sir:—I beg to inform you that I have this day forwarded to the Commissioner-General of Immigration for consideration, your letter of the 20th instant, reporting that there is in the State Almshouse at Flatbush, N. Y., a negro boy who came to the United States with the Boer War Company, per S. S. "Doune Castle" about eight months ago.

Respectfully,

JOSEPH MURRAY,
Acting Commissioner.
H. G.

DEPARTMENT OF COMMERCE AND LABOR,
IMMIGRATION SERVICE.

NEW YORK, *September 25, 1905.*

SUPERINTENDENT, *State and Alien Poor, Capitol Building,
Albany, N. Y.:*

Sir:—Further referring to your letter of the 20th instant in the matter of a negro boy named Pickaninny in the almshouse at Flatbush, N. Y., I beg to advise you that the Commissioner-General states that if this alien was landed at Newport News from the "Doune Castle," in March 1904, as a part of the Boer War Company, he was finally inspected under the immigration laws, and no steps can now be taken to deport him, unless it can be affirmatively shown that he has become a public charge from causes existing prior to landing. Upon receipt of evidence that his having become a public charge is due to some physical disability existing prior to his coming to the United States, his case will be further considered.

Respectfully,

JOSEPH MURRAY,
Acting Commissioner.
H. G.

STATE BOARD OF CHARITIES,

DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., *September 25, 1905.*

HON ROBERT WATCHORN, *Commissioner of Immigration, New York City:*

Dear Sir:—Referring to your No. 33013, dated September 22, 1905, I beg to inform you that besides the negro boy, Pickaninny, to whom that letter refers, there is a party of twelve of the same negro Boer War Company held for destitution at the Flatbush almshouse, New York, and the decision of the Commissioner-General of Immigration in the case of the boy should be extended so as to cover all of these South African natives who are now under public care.

I presume that when this Boer War Company came to the United States the negroes were not landed without a bond being given for their return, and if this presumption is true the return of the men should be accomplished without difficulty.

A justice of the peace at Coney Island arrested the party of twelve a week ago, and they have been held in custody since that time in order that they may get something to eat. The probation officer of this court came to me on the 22nd, asking what should be done for them, and they were sent to the Commissioner of Charities to be committed to the almshouse at Flatbush. On the 23rd I called up your office over the phone, but at the time you were out and no one there could speak authoritatively about the matter, hence this letter.

Will you please present the whole case of these South African natives to the Commissioner-General for consideration?

Respectfully,

ROBERT W. HILL,

Superintendent State and Alien Poor.

STATE BOARD OF CHARITIES,
DEPARTMENT OF STATE AND ALIEN POOR.ALBANY, N. Y., *September 26, 1905.*HON. ROBERT WATCHORN, *Commissioner of Immigration, New York City:*

Dear Sir:—Referring to your No. 33013, under date of September 25, 1905, the case of the negro boy named Pickaninny, now under public care in the almshouse at Flatbush, New York:

In this letter you advised me "that the Commissioner-General states that if this alien was landed at Newpört News from the 'Doune Castle' in March, 1904, as a part of the Boer War Company, he was finally inspected under the immigration laws, and no steps can now be taken to deport him, unless it can be affirmatively shown that he has become a public charge from causes existing prior to landing."

I beg to reply to this that a boy thirteen years of age is physically incapable of earning his living, and the fact that the laws of the State prohibit the employment of a boy of this age is prima facie evidence of inability to support himself. If employers are legally prohibited from giving work to a child, the only way by which the child can be maintained is through charity. This condition existed prior to his arrival in the United States, for he was then under the age when he could be legally employed in the State of New York and many other states, and, as he had no legal guardian, he was necessarily dependent upon his own efforts for maintenance.

It does not seem necessary to this department to go behind the records of the Immigration Bureau itself, for if those show that many of the Boer War Company were under the age of sixteen, the proof is in the hands of the Commissioner-General that owing to the youth of the immigrants and the legal barriers to employment they were at the time of arrival, and prior thereto, physically disqualified for self-support in this country. The fact that this child and others are under public care because unable to find employment the compensation for which would support them should be considered as the required evidence.

From the Commissioner-General's statement in regard to this alien, I take it for granted that his conclusion in regard to the

African adults of this company is that they were physically able to maintain themselves when they arrived, and the government has no responsibility for their return. It seems to this department that the experience of the Immigration Bureau was sufficient at the time of the arrival of the "Doune Castle" to warrant the requirement of a bond from those bringing in the negroes that they would not become public dependents.

Under ordinary circumstances this party of negroes could hardly have passed inspection and been permitted to land, as their ignorance and poverty would have been recognized. The fact that they came as exhibits in a spectacular company gave the assurance that they would be maintained during the successful existence of the company only, and, as the life of such ventures is always uncertain, the necessity of a bond to protect the public against the probable dependence of the negro exhibits should have been apparent. Whether such bond was required I do not know. The fact is that these people are now public dependents, and if the rules of the Immigration Bureau will permit they should be returned to their homes as soon as possible.

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

DEPARTMENT OF COMMERCE AND LABOR,

IMMIGRATION SERVICE.

NEW YORK, N. Y., *September 30, 1905.*

MR. ROBERT W. HILL, *Supt. State and Alien Poor, Albany, N. Y.:*

Sir:—Referring to your letters of September 20, 25 and 26th last, reporting that certain members of the Boer War Company have become public charges, I have to inform you that the Commissioner-General of Immigration directs me to say to you that before any steps can be taken in the direction of their deportation they should be physically examined with a view to securing all possible evidence that they have become public charges from causes existing prior to landing, so as to bring their cases within section 20 of the Immigration Act of March 3, 1903, copy of which is herewith inclosed.

As to the alien "Pickaninny," if no other physical disability than his age is found to exist, that may be considered sufficient.

Respectfully,

Incl. No. 9470.

JOSEPH MURRAY,
Acting Commissioner.
H. G.

STATE BOARD OF CHARITIES,
DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., *October 4, 1905.*

HON. ROBERT WATCHORN, *Commissioner of Immigration, New York City:*

Dear Sir:—I inclose to you the certificate in the cases of the South African negroes now under public care in Brooklyn, N. Y. In order to keep these men from wandering, they have been placed in the Kings County Jail and are there waiting action. I trust the Commissioner-General will take action in the matter quickly.

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

DEPARTMENT OF PUBLIC CHARITIES,
126 LIVINGSTON STREET,

BROOKLYN, N. Y., *October 3, 1905.*

HON. ROBERT WATCHORN, U. S. *Commissioner of Immigration, New York City, N. Y.:*

Dear Sir:—I hereby certify, that John Segata, Andrew Mulady, Edward Molibano, Dick Denison, John S. Cado, Jim Kazamoen, John Purcey, Charles Maswinth, Johans Richards, Bob Sepoy, James Schilder, Spider Matrano, ages between 21 and 25 years, natives and negroes of South Africa, who arrived at the port of Newport News in March 1904, with the Boer War Company, per S. S. "Doune Castle" of the Union Line, are unable to support themselves on account of the limited kinds of work open to them in this country, the effect of climate changes upon their general health, and their ignorance and inefficiency as compared with other common

laborers. They are now under the care of public charity in the Kings County Jail, Brooklyn, N. Y., and their dependence is due to the above causes, which existed prior to landing in the United States.

WM. H. McLAUGHLIN,
Warden, Kings County Jail.

STATE BOARD OF CHARITIES,
DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., *October 5, 1905.*

HON ROBERT WATCHORN, *U. S. Commissioner of Immigration,
New York City:*

Dear Sir:—Referring to your No. 33013, under date of September 30, 1905, in the case of the negro boy, Pickaninny, aged 13 years, native of South Africa, in which you say: "If no other physical disability than his age is found to exist, that may be considered sufficient." Inclosed please find medical certificate from the General Medical Superintendent of Kings County Hospital to this effect. Will you please take the necessary steps for his deportation?

Respectfully,

ROBERT W. HILL,
Supt. State and Alien Poor.

STATE OF NEW YORK,
STATE BOARD OF CHARITIES.

TO HON. ROBERT WATCHORN, *United States Commissioner of
Immigration, New York City:*

Sir:—I hereby certify, That a negro boy called "Pickaninny," aged 13 years, a native of South Africa, who arrived at the port of Newport News in March, 1904, with the Boer War Company, per S. S. "Doune Castle" of the Union Line, is now under the care of public charity in the Kings County Almshouse because he is physically unable to support himself on account of his tender years, and that his disability is due to causes existing prior to his arrival in this country.

JNO. F. FITZGERALD,
General Medical Superintendent Kings County Hospital.
BROOKLYN, N. Y., *October 3, 1905.*

DEPARTMENT OF COMMERCE AND LABOR,

IMMIGRATION SERVICE.

NEW YORK, *October 6, 1905.*

No. 33,013.

MR. ROBERT W. HILL, *Superintendent State and Alien Poor,*
Albany, N. Y.:

Sir.—I have this day requested a warrant for the arrest of the alien "Pickaninny," concerning whom you forwarded, with your communication of the 5th instant, a medical certificate to the effect that he is now a public charge in the Kings County Almshouse on account of his youth at the time of landing.

Respectfully,

ROBERT WATCHORN,

Commissioner.

H. G.

STATE BOARD OF CHARITIES,

DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., *October 6, 1905.*

HON ROBERT WATCHORN, *U. S. Commissioner of Immigration,*
New York City:

Dear Sir:—Referring to your No. 33013, under date of September 20, 1905, in the case of certain members of the Boer War Company: I inclose herewith another certificate of disability in this case, signed by A. Warner Shepard, M. D., physician of the Kings County Jail.

Respectfully,

ROBERT W. HILL,

Superintendent State and Alien Poor.

HON. ROBERT WATCHORN, *United States Commissioner of Immigration,*
New York City:

Sir:—I HEREBY CERTIFY, That John Segota, Eyrod Molibana, John Scado, John Percy, Juhans Richards, James Schilder, Andrew Mulady, Dick Denison, Jim Kazimoen, Charles Maswint, Bob Sepoy, Spider Materano, all over the age of 21 years, and natives and negroes of South Africa, who arrived at the port of

Newport News in March, 1904, with the Boer War Company, per S. S. Doune Castle of the Union Line, are unable to support themselves, on account of the limited kinds of work open to them in this country, the effect of climatic changes upon their general health, and their ignorance and inefficiency as compared with other common laborers. They are now under the care of public charity in the Kings County Jail, Brooklyn, N. Y., and their dependence is due to the above causes which existed prior to landing in the United States.

A. WARNER SHEPARD, M. D.,
Physician of Kings Co. Jail.

DEPARTMENT OF COMMERCE AND LABOR,
IMMIGRATION SERVICE.

NEW YORK, October 6, 1905.

No. 33,013.

MR. ROBERT W. HILL, *Superintendent State and Alien Poor,*
Albany, N. Y.:

Sir:—I beg to refer to your letter of the 4th instant and to advise you that I have this day forwarded to the Commissioner-General of Immigration, for proper action, the certificate inclosed by you from the Warden of the Kings County Jail as to the condition of twelve aliens held by him as public charges, who came to the United States with the Boer War Company.

Respectfully,

ROBERT WATCHORN,
Commissioner.
H. G.

DEPARTMENT OF COMMERCE AND LABOR,
IMMIGRATION SERVICE.

NEW YORK, October 7, 1905.

MR. ROBERT W. HILL, *Superintendent State and Alien Poor,*
Albany N. Y.:

Sir:—I beg to acknowledge receipt of your letter of the 6th instant, inclosing a certificate by the physician of the Kings County Jail to the effect that 12 aliens of the Boer War Com-

pany, who arrived at the port of Newport News in March, 1904, per S. S. "Doune Castle," are at present public charges. The certificate has this day been forwarded to the Commissioner-General for proper action.

Respectfully,

JOSEPH MURRAY,

Acting Commissioner.

DEPARTMENT OF COMMERCE AND LABOR,

IMMIGRATION SERVICE.

NEW YORK, *October 9, 1905.*

ROBERT W. HILL, ESQ., *Superintendent State and Alien Poor,*
Albany, N. Y.:

Sir:—Replying to your letter of the 6th instant in regard to the case of the 12 South African negroes who are now inmates of the Kings County Jail, I beg to advise you that a ruling has just been received from the Bureau of Immigration, copy of which is enclosed herewith for your information.

Respectfully,

ROBERT WATCHORN,

Commissioner.

Enclosure 27424.

DEPARTMENT OF COMMERCE AND LABOR,

BUREAU OF IMMIGRATION.

No. 49,446.

WASHINGTON, *October 7, 1905.*

COMMISSIONER OF IMMIGRATION, *Ellis Island, N. Y. H.:*

Sir:—Reply is made to your letter of the 6th instant, No. 33,013, transmitting a certificate from the Warden of Kings County Jail in regard to the 12 South African negroes who are now inmates of that institution, being part of the large number of persons brought from South Africa to take part in the Boer War Exhibit at St. Louis.

There is nothing in the certificate referred to which furnishes ground for action under the Immigration Laws. The aliens are

not public charges from causes existing prior to landing, and they will undoubtedly be able to earn their living if sent South, where the climate is well suited to them.

Respectfully,

F. P. SARGENT,
Commissioner-General.

F. H. L.

STATE BOARD OF CHARITIES,

DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., October 13, 1905.

HON. VICTOR H. METCALF, *Secretary, Department of Commerce and Labor, Washington, D. C.:*

Sir:—In March, 1904, the steamer "Doune Castle" arrived at the port of Newport News, bringing among its passengers a company of men and women who intended to go to the Louisiana Purchase Exposition, St. Louis, Mo., and open there an exhibition entitled "The Boer War." At the conclusion of the Exposition in St. Louis the Boer War Company established itself at Coney Island, New York City, and remained there until lack of patronage and the end of the summer season caused it to close. When this occurred many of the members of the company returned to Africa, but others were left in this country destitute. Among the latter were twelve negroes brought to this country from South Africa under contract with the managers of the exhibition. These came with the expectation of returning to their homes and friends when the company should finally disband, but the dissolution of the company left them entirely destitute and they have been under the care of the public charities of the city of New York for some time.

Acting under the laws of the State of New York, their case was brought to the attention of the Commissioner of Immigration, New York City, by the State Board of Charities through its Department of State and Alien Poor, and a certificate showing that they are dependent upon public charity and will continue to be such dependents was forwarded to him. This certificate, with the other facts in the case, was forwarded on the 6th of October, 1905, by Commissioner Watchorn to the Commissioner-General,

Hon. F. P. Sargent, in Washington, with a statement of the request made by this department that these paupers be returned to Africa by United States authority.

Under date of October 7, 1905, the Bureau of Immigration at Washington, in its No. 49446, replied to the letter of Commissioner Watchorn, and ruled that these persons cannot be returned to Africa under the Immigration Laws.

The Department of State and Alien Poor of the State of New York does not think that this ruling is a proper one under the circumstances, and therefore appeals to you as the head of the Department of Commerce and Labor, to reverse this ruling of the Commissioner-General of Immigration, and to order the deportation of the twelve South African negroes, now supported by public charity in the city of New York, for the following reasons:

1. These persons should never have been admitted to the United States as their lack of education and of physical stamina made them unable, independent of others, to earn their own living in this country.

2. Because they came to this country as laborers under contract, and the Immigration Laws of the United States prohibit the introduction of contract labor.

3. Because they will be a permanent charge upon the public charities of the State of New York if not returned to their native land.

4. Because their inability for self-support in this country existed prior to their arrival.

These men have always lived in a country where there is little competition in the labor market, and where self-support is a very easy matter. In this country, however, they find themselves in a trying climate, under conditions which require strenuous effort to earn even a bare subsistence, and where the labor market is so full of efficient labor that their services are not in demand. They came to this country with no intention of remaining, and with the understanding they would be returned by their employers as soon as the St. Louis Exposition was over.

They came under a specific, although probably an unwritten, contract, and under the laws of the United States as contract

laborers they should have been prevented from landing, or, if permitted to land, a sufficient bond to guarantee their return should have been required. Whether this was done, the Department of State and Alien Poor of the State of New York does not know; but it does know that when the other members of the company finished their services and returned to South Africa, these helpless, ignorant South African negroes were left in the State of New York without any means of support and that they are now a charge upon public charity.

This department is surprised at the concluding section in the Commissioner-General's letter, which is as follows:

"There is nothing in the certificate referred to which furnishes ground for action under the Immigration Laws. The aliens are not public charges from causes existing prior to landing, and they will undoubtedly be able to earn their living if sent south where the climate is well suited to them."

The statement that the cause of their dependence did not exist prior to their landing seems to the Department of State and Alien Poor to be not well founded, for had they not been members of the Boer War Company they would probably have been deported on arrival as unable to care for themselves and likely to become chargeable to public charity immediately. They were incapacitated, constitutionally and intellectually, for the strenuous life in this country before they left their native land, and that physical and mental condition has continued ever since.

The Commissioner-General's statement that they will "be able to earn their living if sent south where the climate is well suited to them" implies the inability of these men to earn a living in the State of New York, and is therefore in agreement with the opinion of this department, that they are unfit to remain here, and should be sent away. It, however, does not seem to take into view the laws of the several states which prohibit the introduction of paupers. It is a criminal offence in all the states to send paupers into them in order to be relieved of the burden of support. The State of New York cannot be a party to any violation of the laws and the comities existing in such matters between the several states. At the same time it is neither morally right nor legally just that a construction be put upon the Immigration

Laws and rules established thereunder, whereby the State of New York will be compelled to maintain these dependents, and you are therefore respectfully requested to reverse the ruling of the Commissioner-General, and to order the return of these negroes to their homes in South Africa at the expense of the United States.

In view of the facts in this case, an early decision is requested.

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

DEPARTMENT OF COMMERCE AND LABOR,
OFFICE OF THE SECRETARY.

WASHINGTON, October 26, 1905.

MR. ROBERT W. HILL, *Superintendent Department of State and Alien Poor, Office at the Capitol, Albany, New York:*

Sir:—The department is in receipt of your letter of the 13th instant, in which you request a reversal of the ruling of the Commissioner-General of Immigration with reference to twelve negro aliens recently employed by the Boer War Company.

The Commissioner-General held that the facts in the case did not furnish ground for action under the Immigration Laws for the reason that it did not appear that the aliens were public charges from causes existing prior to landing.

I have carefully considered the statement of facts and arguments as set forth in your letter but have been unable to discover any reason which will warrant a reversal of the ruling of the Commissioner-General. It is impossible to overlook the fact that the aliens in question are not public charges from causes which existed prior to landing. There is, therefore, nothing in these cases which furnish ground for deportation under the Immigration Laws.

Respectfully,

V. H. METCALF,
Secretary.

STATE BOARD OF CHARITIES,
DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., October 30, 1905.

HON. VICTOR H. METCALF, *Secretary, Department of Commerce and Labor, Washington, D. C.:*

Dear Sir:—I beg to acknowledge receipt of your letter of the 26th instant, in which the request of this department for a reversal of the ruling of the Commissioner-General of Immigration with reference to twelve negro aliens recently employed by the Boer War Company is decided adversely. You say,

“It is impossible to overlook the fact that the aliens in question are not public charges from causes which existed prior to landing. There is, therefore, nothing in these cases which furnish ground for deportation under the Immigration Laws.”

I beg to call your attention to the fact that these persons were contract laborers, and as such should not have been admitted to this country. This fact seems to have been overlooked by the Commissioner-General in his consideration of the case. It is difficult to understand how persons thus admitted to the country, subsequently becoming paupers, can absolve the United States from responsibility for their return to their native country.

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

ALBANY, N. Y., October 31, 1905.

HON. ROBERT WATCHORN, *Commissioner of Immigration, New York City:*

Dear Sir:—Referring to your No. 33013, under date of October 6, 1905, the case of the alien child, “Pickaninny”: Can you tell me what disposition has been made of this boy? On October 6th you state that you requested a warrant for his arrest on account of his youth at the time of landing.

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

DEPARTMENT OF COMMERCE AND LABOR,
IMMIGRATION SERVICE.

No. 33013

NEW YORK, N. Y., November 1, 1905.

MR. ROBERT W. HILL, *Supt., State and Alien Poor, Albany N. Y.:*

Sir:—I beg to acknowledge receipt of your inquiry of yesterday, and to inform you that, as the Commissioner-General of Immigration has been unable to find any official record of the arrival of the alien named "Pickaninny," it is impracticable to issue a warrant for his arrest with a view to his deportation. This information was communicated promptly to the medical superintendent of the Kings County Almshouse where the alien referred to was being held.

Respectfully,

JOSEPH MURRAY,
Acting Commissioner.
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DEPARTMENT OF COMMERCE AND LABOR,

OFFICE OF THE SECRETARY.

WASHINGTON, November 2, 1905.

MR. ROBERT W. HILL, *Superintendent, Department of State and Alien Poor, Office at the Capitol, Albany, N. Y.:*

Sir:—The department is in receipt of your letter of the 30th ultimo, concerning your request for a reversal of the ruling of the Commissioner-General of Immigration with reference to twelve negro aliens recently employed by the Boer War Company, in which you state that the aliens in question were contract laborers, and as such should not have been admitted to this country.

Your attention is called to section 3 of the Act of April 29, 1902 (32 Stat., part 1, p. 176), which provides as follows:

"That nothing in the provisions of this Act or any other Act shall be construed to prevent, hinder, or restrict any foreign exhibitor, representative, or citizen of any foreign nation, or the holder who is a citizen of any foreign nation, of any concession or privilege from any fair or exposition authorized by Act of

Congress from bringing into the United States, under contract, such mechanics, artisans, agents, or other employees, natives of their respective foreign countries, as they or any of them may deem necessary for the purpose of making preparation for installing or conducting their exhibits or of preparing for installing or conducting any business authorized or permitted under or by virtue of or pertaining to any concession or privilege which may have been or may be granted by any said fair or exposition in connection with such exposition, under such rules and regulations as the Secretary of the Treasury (Secretary of Commerce and Labor) may prescribe, both as to the admission and return of such person or persons."

The Louisiana Purchase Exposition was authorized by Act of Congress of March 3, 1901. (31 Stat. 1440.)

The twelve negro aliens referred to in your letter were members of the Boer War Company, which gave an exhibition entitled "The Boer War" under a concession or privilege at the exposition authorized by the last-mentioned Act of Congress.

It is obvious that they were not contract laborers within the meaning of the law, and were therefore not improperly admitted as claimed in your letter.

Very respectfully,

V. H. METCALF,
Secretary.

STATE BOARD OF CHARITIES,

DEPARTMENT OF STATE AND ALIEN POOR.

ALBANY, N. Y., November 13, 1905.

HON. VICTOR METCALF, *Secretary, Department of Commerce and Labor, Washington, D. C.:*

Dear Sir:—I am in receipt of your letter of November 2nd, in the matter of the ruling of the Commissioner-General of Immigration with reference to the twelve negro aliens recently employed by the Boer War Company. In this you call attention to section 3 of the Act of April 29, 1902 (32 Stat., part 1, p. 176), which provides for the admission to the United States of mechanics, artisans, agents or other employees, natives of foreign countries, under contract to the holders of a concession or privi-

lege from any fair or exposition authorized by Act of Congress, "under such rules and regulations as the Secretary of the Treasury (Secretary of Commerce and Labor) may prescribe, both as to the admission and return of such person or persons."

From this it appears that these aliens were admitted under rules and regulations prescribed by the Secretary of Commerce and Labor, and that such rules and regulations applied both to the admission and return of such persons.

The spirit and purpose of the alien contract labor provision of the Immigration Laws is embodied in the section cited, for therein such contract labor can only be admitted under specific rules and regulations. These persons were contract laborers, but the Secretary of Commerce and Labor could admit them for the special purpose of the exhibit at the fair authorized by Act of Congress, provided that such admission was under the rules and regulations prescribed by him, and which the section apparently required should provide for their return.

Will you please furnish me with a copy of the rules or regulations under which these persons were admitted in pursuance of section 3 of the Act of April 29, 1902, cited?

Respectfully,

ROBERT W. HILL,
Superintendent State and Alien Poor.

DEPARTMENT OF COMMERCE AND LABOR,
BUREAU OF IMMIGRATION.

WASHINGTON, November 16, 1905.

ROBERT W. HILL, ESQ., *Superintendent State and Alien Poor,*
Albany, N. Y.:

Sir:—I beg to transmit herewith a copy of the Regulations which were adopted by the Treasury Department December 27, 1902 (at which time this Bureau was a part of said Department), concerning the admission of employees (other than Chinese) of exhibitors at the Louisiana Purchase Exposition.

Respectfully,

F. P. SARGENT,
Commissioner-General.

F. W. L.

(24115)

EMPLOYEES (OTHER THAN CHINESE) OF EXHIBITORS AT THE LOUISIANA PURCHASE EXPOSITION OF ST. LOUIS, MO.

(Circular No. 143.)

TREASURY DEPARTMENT, *December 27, 1902.*

Congress having passed an act authorizing foreign exhibitors at the Louisiana Purchase Exposition of St. Louis, Mo., to bring to this country foreign laborers from their respective countries for the purpose of preparing for and making their exhibits, which act was approved by the President, April 29, 1902, commissioners of immigration and collectors of customs are hereby charged with the duty of admitting such employees (other than Chinese) under the following regulations:

1. Upon the arrival of any such employee at any port of the United States, the commissioner of immigration at such port, or, where there is no commissioner of immigration, the collector of customs at such port will satisfy himself that such person is entitled to admission into the United States under the provisions of said joint resolution, and will thereupon permit him or her to land, and issue to him or her a certificate in accordance with the facts ascertained, and file in his office a memorandum thereof.

2. Certificates in the form hereto annexed will be used, and the stub attached, with the blanks filled, will be regarded as the memorandum to be filed. Immigration officers will make requisition on the Commissioner-General of Immigration for such number of certificates as may be required, the form number being 111e.

3. When any such certificate is returned by its holder preparatory to departure for the country from which he or she came, the fact of such surrender and departure and the date thereof will be indorsed across the face of the certificate and entered upon the corresponding stub, and the certificate shall then be filed for reference.

4. In three months after the close of said exposition, commissioners of immigration and collectors of customs who have issued such certificates will report to the Bureau of Immigration the number issued, and whether any holder thereof (giving name) has failed to surrender his or her certificate and depart from the coun-

try; and in case any such holder depart from a port other than that at which he or she entered, the commissioner or collector to whom the certificate may be surrendered will transmit the same without delay to the officer who issued it, or his successor.

LESLIE M. SHAW,

Secretary.

The following is a copy of section 3 of the Act of Congress approved April 29, 1902, viz.:

Sec. 3. That nothing in the provisions of this act or any other act shall be construed to prevent, hinder, or restrict, any foreign exhibitor, representative, or citizen of any foreign nation, or the holder, who is a citizen of any foreign nation, of any concession or privilege from any fair or exposition authorized by act of Congress from bringing into the United States, under contract, such mechanics, artisans, agents, or other employees, natives of their respective foreign countries, as they or any of them may deem necessary for the purpose of making preparation for installing or conducting their exhibits or of preparing for installing or conducting any business authorized or permitted under or by virtue of or pertaining to any concession or privilege which may have been or may be granted by any said fair or exposition in connection with such exposition under such rules and regulations as the Secretary of the Treasury may prescribe, both as to the admission and return of such person or persons.

FORM OF CERTIFICATE.

<p>TREASURY DEPARTMENT. BUREAU OF IMMIGRATION. Form No. 111e.</p>	<p>EMPLOYEE'S CERTIFICATE OF ADMISSION (OTHER THAN CHINESE).</p>
<p>No.</p>	<p>United States Immigration Service,</p>
<p>Name..... Native of..... Employed by..... of..... an exhibitor at the Louisiana Purchase Exposition, of St. Louis, Mo. Issued,, 190 .. Surrendered at the port of....., 190 ..</p>	<p>Port of..... No.....190 .. This is to certify that..... a native of.....who is duly accredited as an employee of..... of.....an exhibitor at the Louisiana Purchase Exposition of St. Louis, Mo., has been permitted to enter the United States as such employee, in pursuance of section 3 of the Act of Congress approved April 29, 1902.</p>
	<p><i>Commissioner of Immigration</i> NOTE.—This certificate is valid for three months after the close of said exposition, and is to be surrendered, when the holder departs from the United States, to the commissioner of immigration or the collector of customs at the port at which he embarks.</p>

STATE OF NEW YORK,

STATE BOARD OF CHARITIES.

December 1, 1905.

HON. THEODORE ROOSEVELT, *President of the United States,*
Washington, D. C.

Dear Sir:—The State Board of Charities of the State of New York respectfully desires to bring to your attention a decision of the Commissioner-General of Immigration, which involves a principle of great importance to the people of this State and which in our opinion should not be allowed to stand. The Secretary of Commerce and Labor declined to reverse the decision when the case was presented to him, and our only hope that the intention of the law will be maintained and the people of this State saved much expense, is now in your intervention.

The case in brief is as follows:

In March, 1904, the steamship "Doune Castle" arrived at the port of Newport News, bringing among its passengers a company of men and women who intended to go to the Louisiana Purchase Exposition, St. Louis, Missouri, and open an exhibition entitled "The Boer War." Among these persons were thirteen negroes and one white man, whose names and ages are shown in the appendix to this communication.

They were permitted to land under the provisions of section 3 of the Act of Congress approved April 29, 1902, which provides:

"Sec. 3. That nothing in the provisions of this Act or any other Act shall be construed to prevent, hinder, or restrict any foreign exhibitor, representative, or citizen of any foreign nation, or the holder, who is a citizen of any foreign nation, of any concession or privilege from any fair or exposition authorized by Act of Congress, from bringing into the United States, under contract, such mechanics, artisans, agents, or other employees, natives of their respective foreign countries, as they or any of them may deem necessary for the purpose of making preparation for installing or conducting their exhibits or of preparing for installing or conducting any business authorized or permitted under or by virtue of or pertaining to any concession or privilege which may have been or may be granted by any said fair or exposition in connection with such exposition,

under such rules and regulations as the Secretary of the Treasury may prescribe, both as to the admission and return of such person or persons."

Under the provisions of this section, which vested authority in the Secretary of the Treasury (Secretary of Commerce and Labor) to admit such persons under rules and regulations prescribing for their admission and return, the fourteen persons herein referred to were admitted. They were taken to St. Louis and remained with the Boer War Company during the period of the Louisiana Purchase Exposition. At its conclusion the Boer War Company established itself at Coney Island, New York City, and remained there until the close of the summer season of 1905 when it disbanded.

When this occurred, many of the members of the company returned to Africa, but others were left destitute in this country by the managers of the show, and among the latter were the thirteen negroes and one white man alluded to. These immediately became public charges in the almshouses of the City of New York, and at the present time are being maintained therein at public expense. From their inability to earn a livelihood or care for themselves, they will continue as a permanent burden upon charity. They are not adapted physically or mentally to the conditions of this country, and their ignorance makes them undesirable as laborers. While the question of their return to Africa has been under consideration, they have, except in the case of the white man, proven immoral, troublesome, and dangerous to be at large. They are shiftless, lazy, and physically unfitted for our northern climate.

Section 4 of the Act of March 3, 1903, "An Act to regulate the immigration of aliens into the United States," prohibits the importation of contract labor of any kind. The section of the Act of April 29, 1902, quoted above, is intended to permit the temporary residence and employment of certain kinds of contract labor in connection with expositions authorized by Act of Congress, but by its terms such laborers can enter the country only under rules and regulations prescribed by the Secretary of Commerce and Labor, and these must govern not only the admission but the "return of such person or persons."

The regulations governing "employees (other than Chinese) of exhibitors at the Louisiana Purchase Exposition of St. Louis, Missouri," were prepared by the Treasury Department under date of December 27, 1902, and issued as "Circular No. 143." These regulations provided for the admission of laborers connected with foreign exhibits or concessions, and for the issuance of certificates of permission to enter the United States, such certificates of admission to be valid for three months after the close of said exposition and to be surrendered when the holder departed from the United States.

The purpose of section 3 of the Act of April 29, 1902, was evidently to preserve the principle of section 4 of the Act of March 3, 1903. It recognized the necessity for the temporary admission of certain persons in connection with exhibits from foreign countries, but required the protection of the country from contract labor by regulations which would provide for the return of all persons thus temporarily admitted.

The rules and regulations under which these laborers were admitted did not carry out the intention of section 3 of the Act of April 29, 1902, inasmuch as no provision for compulsory return was made, and without a provision to insure the return of such contract laborers temporarily admitted, section 4 of the Act of March 3, 1903, was practically nullified, and contract laborers were admitted contrary to the plain intention of the Act of April 29, 1902, quoted above.

The regulations (Circular No. 143) imply that all persons admitted under them should depart from the country "in three months after the close of such exposition," but the "certificate of admission" did not provide for their compulsory departure, nor did the regulations provide in any way for the protection of the people of the United States should any of the persons permitted to enter under them become dependents either from causes existing prior to their arrival or others arising subsequent to their landing.

Your attention is especially invited to the fact that one of these persons at the time when permission was given him to enter the United States was of such tender age (12 years) that under the laws of the State of New York and other states he cannot

be employed, and at the time of landing could not possibly be other than a dependent. This is an indication that the inspection at the port of entry was not sufficiently rigid to comply with the requirements of the general immigration law. This is borne out also by the fact that the "one white man" of this appeal, J. S. Buxman, who acted as watchman for the Boer War Company, had an ulcer at the time of his landing, which unfitted him for the horseback riding, for which he had been engaged in Africa, and made it necessary for him on landing to find other employment with the company.

It seems to the State Board of Charities that this failure to protect the people of the United States by the stringent regulations intended by section 3 of the Act of April 29, 1902, and by rules to govern not only the admission of contract laborers but also their compulsory departure after the expiration of the exposition at St. Louis, makes it the duty of the United States to relieve the State of New York of the special burdens imposed upon it through the dependence of the thirteen negroes and one white man now in the almshouses of the city of New York and therein maintained at public expense.

You are therefore respectfully requested to intervene in this matter in order that the decision of the Commissioner-General of Immigration may be reversed and that these persons may be returned to South Africa immediately at the expense of the United States, for the following reasons:

1. Because the provision of section 3 of the Act of Congress approved April 29, 1902, which required regulations for the return of contract laborers admitted under its provisions, was not complied with.

2. Because the rules and regulations under which these persons were permitted to land in the United States without provision for their return, nullified section 4 of the Act of March 3, 1903, "An Act to regulate the immigration of aliens into the United States," which was not the intention of Congress nor of section 3 of the Act of April 29, 1902.

3. Because these persons should never have been admitted to the United States, as their lack of education and of physical stamina makes them unable, independent of others, to earn their own living in this country.

4. Because their inability for self-support in this country existed prior to their arrival.

5. Because they are now and will continue to be a charge upon the public charities of the State of New York if not returned to their native land.

6. Because the State of New York should not be made to bear such burdens through the failure of the United States officials to enforce the letter and spirit of the laws of the United States relative to immigration.

7. Because the suggestion of the Commissioner-General of Immigration (made in his letter of October 7, 1905, to the Commissioner of Immigration at Ellis Island, in which he refused to issue an order for deportation) to the effect that these aliens "will undoubtedly be able to earn their living if sent south where the climate is well suited to them," would, if adopted, be contrary to the laws of the State of New York and other states, which make it a criminal offence to remove poor persons from one locality to another for the purpose of evading responsibility. The State of New York has no legal right to send these persons anywhere else than to their former homes in South Africa, and this it believes to be the duty of the United States.

A copy of all the correspondence in the case is hereto appended.

For the foregoing reasons you are respectfully requested to cause the decision of the Commissioner-General of Immigration to be overruled and to cause the deportation of these persons at as early a date as possible.

Respectfully yours,

E. V. STODDARD,

President of the State Board of Charities.

THE WHITE HOUSE,

WASHINGTON, *December 4, 1905.*

My Dear Sir:—The president directs me to acknowledge the receipt of your letter of the 1st instant, with enclosures, and to state that he will take up with the Secretary of Commerce and Labor the matter to which you refer.

Very truly yours,

WM. LOEB, JR.,

Secretary to the President.

HON. E. V. STODDARD,

President, State Board of Charities,

Albany, N. Y.

THE WHITE HOUSE,

WASHINGTON, *December 8, 1905.*

My Dear Sir:—In further reference to your letter of the 1st instant, concerning the deportation of certain aliens, I enclose for your information copy of a report from the Department of Commerce and Labor, which is approved by the President.

Very truly yours,

WM. LOEB, JR.,

Secretary to the President.

MR. E. V. STODDARD,

President, State Board of Charities,

Albany, N. Y.

Enclosure.

DEPARTMENT OF COMMERCE AND LABOR.

OFFICE OF THE SECRETARY,

WASHINGTON, *December 8, 1905.*

THE PRESIDENT:—In compliance with your request under date of the 4th instant that I report on the matter of the deportation of certain aliens recently connected with the Boer War Company, referred to in the letter and accompanying papers from Mr. E. V. Stoddard, President of the State Board of Charities of New York, which you have forwarded to me, I have the honor to state:

The aliens referred to—thirteen negroes and one white man—were regularly admitted to the United States through the port of Newport News in March, 1904, as a part of a company of men and women which subsequently opened an exhibition entitled "The Boer War" at the Louisiana Exposition. At the close of the exposition at St. Louis the company established itself at Coney Island, New York, where it gave exhibitions until lack of patronage caused its dissolution at the end of the season of 1905. When the company disbanded some of its members remained in this country, and others returned to Africa.

During the latter part of September, the New York State Board of Charities advised the immigration authorities that fourteen of those who remained had become public charges and were being cared for by the State, and requested that they be returned to Africa. After considerable correspondence the Commissioner-General of Immigration decided, in effect, that there was nothing in the cases which furnished ground for action under the immigration laws. The matter was first brought to my attention in October, when I was requested to reverse the ruling of the Commissioner General of Immigration and order the return of the aliens to South Africa at the expense of the United States. In reply I declined to disturb the ruling of the Commissioner-General, the Solicitor of the Department having advised me in the meantime that in his opinion the immigration laws furnished no authority to deport at the expense of the United States.

The request of the New York authorities is based upon the theory that the admission of the aliens was a violation of the contract labor law, and that they are now public charges from causes existing prior to landing. Section 3 of the act of April 29, 1902 (32 Stat., p. 176), expressly exempts exhibitors at fairs and expositions from the operations of the contract labor laws, and the facts in the case do not bear out the claim that the aliens are public charges from causes existing prior to landing. In view of these facts, and owing to the absence of a law authorizing deportation at the expense of the United States, under the peculiar circumstances existing in these cases the department was unable to comply with the request of the State board.

The regulations which, as stated by Mr. Stoddard, make no provision for the return of aliens admitted to participate in exhibi-

tions at fairs and expositions were established in 1902, when the Bureau of Immigration was a part of the Treasury Department. I am informed that at the time they were issued it was the judgment of the authorities that aliens who came to take part in expositions, being above the average intelligence and a representative class, would make desirable citizens. For that reason it was deemed unnecessary to provide for their return.

Mr. Stoddard's letter contains a detailed statement of the facts, and the accompanying papers include copies of all the correspondence in the case. In view of this fact, it is apparently unnecessary for me to go further into detail. The letter and the papers referred to are returned herewith.

Very respectfully,

V. H. METCALF,
Secretary.

REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR.

To the State Board of Charities:

The Superintendent of State and Alien Poor presents the following report for the fiscal year ending September 30, 1905.

STATE POOR.

During the fiscal year ending September 30, 1905, the total number of State Poor provided for pursuant to the provisions of chapter 225, Laws of 1896, was 622, as against 1,071 during the previous fiscal year, a decrease of 449. The changes during the year were as follows: Discharged as able to go out and care for themselves, 230; absconded, 85; removed to their homes or places of legal settlement in other states and countries, 235; died, 17; thus leaving 55 in State almshouses October 1, 1905, of whom 51 were males and 4 females. There was at the same time one child in the custody of an orphan asylum, making a total of 56 persons under care October 1, 1905.

The expenditures for the fiscal year were \$16,134.23 as against \$20,782.05 the preceding year. These expenditures were distributed as follows: For care and maintenance in State almshouses, \$8,596.26; for care and maintenance in orphan asylums

and homes, \$293.32; for removal to State almshouses, \$249.90; for removal from State almshouses to homes in other states and countries, \$2,338.57; for miscellaneous expenses, traveling expenses, supplies, and printing, \$4,656.18. The per capita expenditure was \$25.93 as against \$19.40 in 1904.

Thirty-two years have elapsed since the State Poor Law became operative, during which time 47,247 persons have been committed to State almshouses, a yearly average of 1,476. Of these 36,909 were males and 10,338 females. These persons have been disposed of as follows: Discharged as able to provide for themselves, 13,731; provided for by adoption or in families as self-supporting, 87; absconded, 2,339; transferred to State hospitals, 252; sent out of the State to their friends or places of legal settlement in other states or countries, 29,825; died, 958; thus leaving under care September 30, 1905, 55 in almshouses and 1 in orphan asylum, as follows: At the Albany State Almshouse, 1; at the Broome County State Almshouse, 14; at the Erie County State Almshouse, 9; at the Jefferson County State Almshouse, 4; at the Kings County State Almshouse, 2; at the Monroe County State Almshouse, 12; at the Oneida County State Almshouse, 3; at the Onondaga County State Almshouse, 1; at the St. Lawrence County State Almshouse, 9; at the Albany Orphan Asylum, 1.

ALIEN POOR.

During the fiscal year ending September 30, 1905, 143 alien poor were removed to their homes in other countries. These aliens were found in almshouses, hospitals and other charitable institutions in this State, and their condition at the time of landing in this country, as brought out by the inquiries, was as follows: Vagrants and destitute, 9; diseased, 33; children, 48; sick and disabled after landing, 53.

By their own statements, and those of the United States Bureau of Immigration, these persons were found to have been landed as follows: At the port of New York, 90; at other United States ports, 8; at Canadian ports, 37; not known, 8.

After careful examination these aliens were returned to their homes as follows: To Canada, 39; to Italy, 26; to Austria, 22; to Ireland, 12; to Russia, 8; to Germany, 7; to England, 6; to

Sweden, 5; to West Indies, 4; to Roumania, 3; to Scotland, 2; to Wales, 2; to Malta, 2; and to Norway, Finland, France, Denmark and Holland, each 1.

The total expenditure for these removals was \$2,308.77, the average per capita expenditure \$16.15. Since this act went into effect in 1880, up to September 30, 1905, there have been 3,982 removals made, at a total expenditure of \$87,618.02, an average per capita cost of \$22.00.

Besides alien and State poor removed during the fiscal year ending September 30, 1905, there were 41 nonresident poor persons sent to their homes in other states, under the provisions of section 120 of chapter 225 of the Laws of 1896, namely: To Connecticut, 7; to Michigan, 6; to Washington, 6; to Pennsylvania, 3; to Colorado, 3; to Virginia, 3; to California, 2; to Illinois, 2; to Kentucky, 2; and to Georgia, Iowa, Indiana, Maryland, New Jersey, North Carolina and Ohio, each 1. The expenditure for these removals was \$556.17, making the total cost of removals of aliens and nonresidents, \$2,864.94.

INDIAN POOR.

The total number of Indian poor provided for in almshouses or asylums during the fiscal year was 50, of whom 13 were in custody at the beginning of the year, and 37 were admitted during the twelve months. Of these 31 have been discharged as able to provide for themselves, 8 absconded, and 2 died, leaving remaining September 30, 1905, 9, of whom 3 were in the Erie County Almshouse, 1 in the Niagara County Almshouse, 1 in the Oneida County Almshouse, 1 in the Onondaga County Almshouse, 1 in the Wayne County Almshouse, and 2 in the Western New York Home.

The expenditures during the year have been \$2,379.90, as follows: For maintenance in the Erie County Almshouse, \$501.82; for maintenance in the Niagara County Almshouse, \$25.71; for maintenance in the Delaware County Almshouse, \$13.00, for maintenance in the Onondaga County Almshouse, \$297.53; for maintenance in the Wayne County Almshouse, \$91.25; for maintenance in the Western New York Home, Randolph, \$294.43; for outdoor relief, \$1,156.16.

The total expenditures of the department are summarized as follows: On account of State poor, inclusive of salaries, \$27,432.11; on account of alien poor, \$2,308.77; on account of non-resident poor, \$556.17; on account of Indian poor, \$2,379.90.

COMPARISONS.

There are appended, as part of this report, a series of tables which present statistically the work of the Department of State and Alien Poor. A study of these tables is of interest. Taking the number of commitments for the year, it is shown by the table that in no year has the number of commitments been as few as in the fiscal year ending September 30, 1905.

This decrease of over four hundred commitments, as compared with the preceding year, is due to two causes. First, the prosperity of the country and the consequent general opportunity for employment, and second, the careful examination, by this department, of all applicants for relief as poor persons and the rejection of those whose commitments and the testimony thereon do not establish the fact that they are properly entitled to it.

AGES OF STATE POOR.

Another interesting fact is shown by these tables. The total commitments to the State almshouses for thirty-two years were 47,247. Of these 69 per cent. were under forty years of age; that is to say, 32,757 out of the total of 47,247 were under the prime of life. A further surprising fact is that 23,395, or nearly 50 per cent. of the whole number, were under thirty years of age, and that over 22 per cent. were under twenty years of age. As the period of marked decrease in ability for labor may be said to be after fifty years of age, it is a surprise that less than 18 per cent. of the 47,247 persons committed were over fifty years of age. These figures seem to show that of the class usually considered able-bodied, because they are within the years in which ability to work is the rule, we have the largest number of commitments. The young rather than the old are in the majority as State poor persons. This must be accounted for by the fact that many persons traveling in the State are taken sick, and others by accident become temporarily unable to take care of themselves.

RESCUE WORK.

The State Board of Charities, through its Department of State and Alien Poor, therefore carries on a necessary and most helpful rescue work. By its aid some of these persons under the age of twenty, who may have started out on a life of vagabondage, are restored to family and friends, and are placed again under wholesome restraints which may prevent a total lapse into vice and crime. Many other persons, older in years and experience, are returned to proper residential localities where they may begin a new effort of self-support. Were it not for this work, the majority of these persons would become permanent inmates of our charitable institutions, for the tendency is to remain when admitted. An examination of the table shows that one State poor person has been maintained by the State for twenty-six years, one for twenty years, while all the others now in our State almshouses have been there for periods ranging down from fifteen years. It is apparent, therefore, that this method of returning State poor to their homes and friends is most beneficent.

Respectfully submitted,

ROBERT W. HILL,

Superintendent State and Alien Poor.

TABLE No. 1.

Showing the name and location of the several State Almshouses, the time at which the contract was entered into with the State, and the present rate of support per week, respectively.

STATE ALMSHOUSES.	Location.	Date of contract.	Rate of support per week.
Albany City.....	Albany.....	October 1, 1873	\$2 00
St. Lawrence County.....	Canton.....	October 1, 1873	2 00
Erie County.....	Buffalo.....	October 1, 1873	2 00
Broome County.....	Binghamton.....	January 1, 1875	2 00
Jefferson County.....	Watertown.....	January 1, 1875	2 00
Onondaga County.....	Syracuse.....	January 1, 1875	2 00
Kings County.....	Flatbush.....	June 20, 1875	2 50
Oneida County.....	Rome.....	December 28, 1875	2 00
Monroe County.....	Rochester.....	December 4, 1877	2 00
New York City.....	Blackwell's Island.....	February 28, 1902	2 50

TABLE No. 2.

Showing the changes which occurred in the several State almshouses during the year ending September 30, 1905.

STATE ALMSHOUSES.	Number of inmates October 1, 1904.	Number committed during the year.	Whole number supported.	Discharged.	Absconded.	Sent out of the State.	Died.	REMAINING OCTOBER 1, 1905.		
								Males.	Females.	Total.
Albany.....	3	27	30	11	9	7	2	1	.....	1
Buffalo.....	8	186	194	55	50	76	4	9	.....	9
Canton.....	10	15	25	12	2	1	1	8	.....	9
Binghamton.....	18	27	45	26	3	1	1	12	2	14
Syracuse.....	2	9	11	4	1	2	1	1	.....	1
Watertown.....	4	1	5	.....	.....	.....	1	4	.....	4
Fltathush.....	4	5	.....	.....	.....	17	.....	1	.....	1
Rome.....	5	48	53	29	5	6	3	3	.....	3
Rocheater.....	2	31	33	19	2	42	4	12	.....	12
Blackwell's Island.....	19	75	94	27	0	83	.....	.....	.....	.....
.....	8	126	134	47	4	.....	.....	.....	.....	.....
Total.....	79	543	622	230	85	235	17	51	4	55

TABLE No. 3

Showing the number and sex of the State paupers committed each year since the act went into operation, October 22, 1873.

	Male.	Female.	Total.
For the year ending September 30, 1874.....	513	50	563
For the year ending September 30, 1875.....	566	88	654
For the year ending September 30, 1876.....	514	119	633
For the year ending September 30, 1877.....	707	165	872
For the year ending September 30, 1878.....	930	190	1,120
For the year ending September 30, 1879.....	1,326	261	1,587
For the year ending September 30, 1880.....	1,023	320	1,343
For the year ending September 30, 1881.....	1,046	327	1,373
For the year ending September 30, 1882.....	1,024	368	1,392
For the year ending September 30, 1883.....	1,033	393	1,426
For the year ending September 30, 1884.....	1,378	514	1,892
For the year ending September 30, 1885.....	1,409	439	1,848
For the year ending September 30, 1886.....	1,252	354	1,606
For the year ending September 30, 1887.....	1,247	370	1,617
For the year ending September 30, 1888.....	1,317	348	1,665
For the year ending September 30, 1889.....	1,369	388	1,757
For the year ending September 30, 1890.....	1,133	307	1,440
For the year ending September 30, 1891.....	1,026	339	1,365
For the year ending September 30, 1892.....	1,095	272	1,367
For the year ending September 30, 1893.....	1,057	349	1,406
For the year ending September 30, 1894.....	1,490	484	1,974
For the year ending September 30, 1895.....	1,669	502	2,171
For the year ending September 30, 1896.....	1,589	513	2,102
For the year ending September 30, 1897.....	1,448	539	1,987
For the year ending September 30, 1898.....	1,300	504	1,804
For the year ending September 30, 1899.....	1,582	467	2,049
For the year ending September 30, 1900.....	1,522	350	1,872
For the year ending September 30, 1901.....	1,371	314	1,685
For the year ending September 30, 1902.....	1,471	256	1,727
For the year ending September 30, 1903.....	1,235	201	1,436
For the year ending September 30, 1904.....	825	146	971
For the year ending September 30, 1905.....	442	101	543
Aggregate.....	36,909	10,338	47,247

TABLE No. 4.

Showing the several almshouses to which State poor were committed and the changes occurring in the number under their care from October 22, 1873, to September 30, 1905.

STATE ALMSHOUSES.	Whole number admitted.	Discharged.	Provided for by adoption or otherwise.	Absconded.	Transferred to State Hospitals.	Sent out of the State to friends or places of legal settlement.	Died.	Remaining October 1, 1905.
Albany.....	3,648	1,179	7	568	20	1,782	91	1
Buffalo.....	9,340	2,233	33	598	31	6,288	148	9
Canton.....	452	184	4	75	9	93	78	9
Binghamton.....	854	393	8	92	11	272	64	14
Syracuse.....	867	402	2	119	15	293	35	1
Watertown.....	280	83	4	42	12	120	15	4
Platbush.....	24,267	7,043	5	300	57	16,549	311	2
Rome.....	800	421	1	87	69	152	67	3
Rochester.....	2,817	681	18	240	21	1,746	99	12
Blackwell's Island.....	2,925	654	.....	25	.....	1,559	17	.....
Delhi*.....	774	37	.....	20	.....	10	6	.....
Yaphank*.....	1,110	76	5	85	1	927	6	.....
Watloo*.....	513	345	.....	88	5	54	21	.....
Total.....	47,247	13,731	87	2,339	252	29,825	958	55

*Discontinued

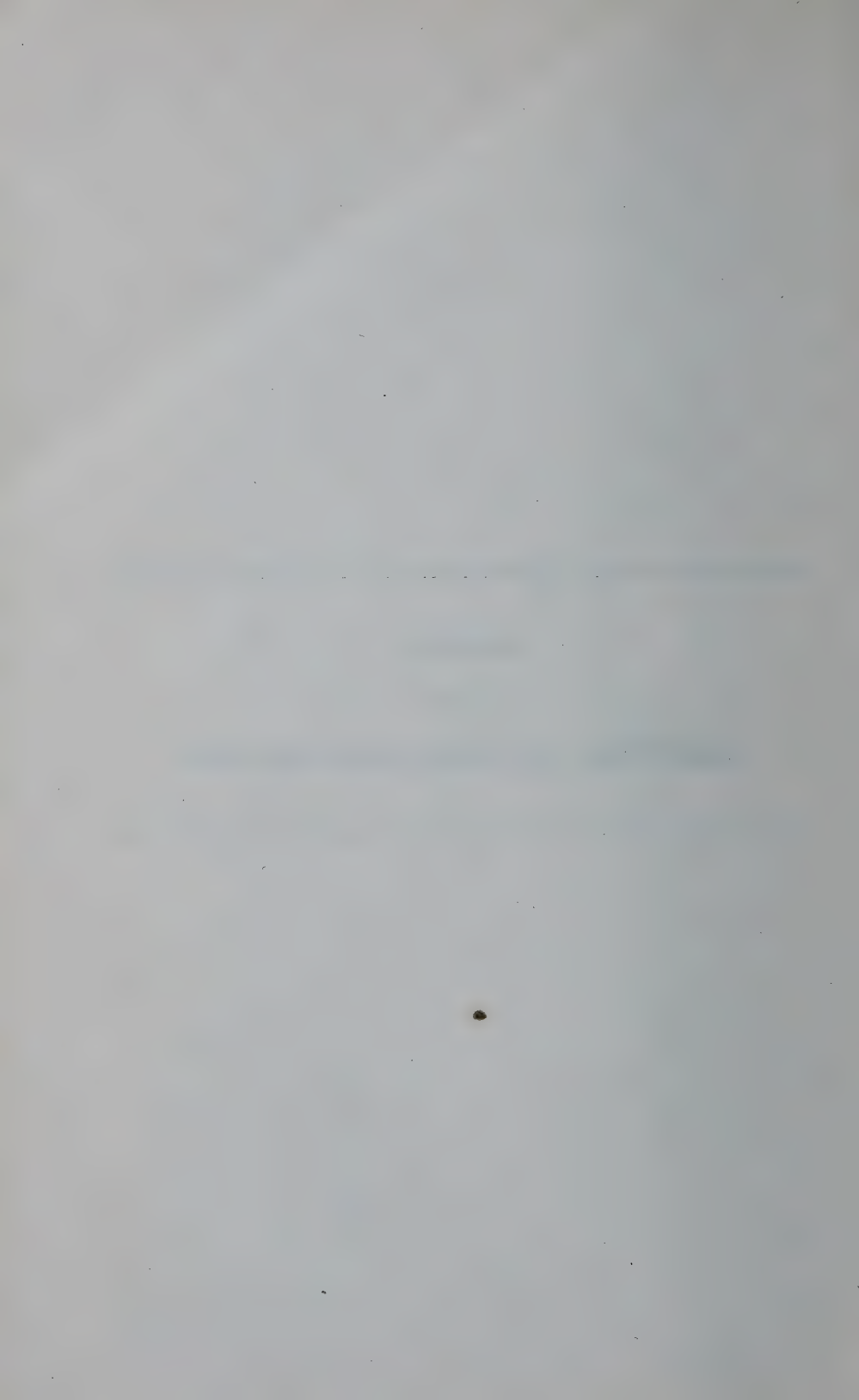
TABLE NO. 5.
*Showing the ages of the State poor committed to the several State almshouses from October 22, 1873, to
 September 30, 1905.*

STATE ALMSHOUSES.	Under twenty years.	Twenty years and under thirty.	Thirty years and under forty.	Forty years and under fifty.	Fifty years and under sixty.	Sixty years and under seventy.	Over seventy years.	Total
Albany.....	592	879	764	568	368	291	186	3,648
Buffalo.....	2,737	2,219	1,660	1,043	789	571	321	9,340
Canton.....	49	65	84	55	55	77	67	452
Binghamton.....	122	124	136	120	132	114	105	854
Syracuse.....	179	198	168	129	77	58	58	867
Watertown.....	76	49	64	25	26	21	19	280
Flatbush.....	5,399	7,391	4,990	3,080	1,880	1,077	450	24,267
Rome.....	55	158	219	125	110	61	42	800
Rochester.....	617	665	488	368	298	266	155	2,817
Blackwell's Island.....	511	782	369	277	188	200	38	2,225
Delhi.....	6	9	12	17	10	13	7	74
Yaphank.....	47	416	335	172	89	48	6	1,110
Waterloo.....	10	40	73	78	101	128	83	513
Total.....	10,400	12,995	9,362	6,057	4,094	2,802	1,537	47,247

TABLE No. 7.
Showing the classified quarterly expenditures for the support, care and removal of State poor for the fiscal year ending September 30, 1905.

	For removal to State almshouses.	For maintenance, clothing, medi- cal attendance and care in State almshouses.	For mainte- nance in orphan asylums.	For removals from the State to other states and countries.	For miscella- neous expenses and printing.	Total.
Quarter ending December 31, 1904.....	\$22 77	\$1,993 06	\$88 57	\$639 94	\$1,270 74	\$4,025 08
Quarter ending March 31, 1905.....	79 03	2,357 53	69 00	880 80	1,149 51	4,535 87
Quarter ending June 30, 1905.....	45 38	2,355 68	67 50	419 60	1,184 27	4,072 43
Quarter ending September 30, 1905.....	92 72	1,889 99	68 25	398 23	1,051 66	3,500 85
Total.....	\$249 90	\$8,596 26	\$293 32	\$2,338 57	\$4,656 18	\$16,134 23

REPORT
OF THE
COMMITTEE ON PLACING OUT CHILDREN.



REPORT OF THE COMMITTEE ON PLACING OUT CHILDREN.

To the State Board of Charities:

Your Committee on Placing Out Children submits its annual report:

Under chapter 264 of the Laws of 1898, entitled, "An act to prevent evils and abuses in connection with the placing out of children," the members, officers and duly authorized inspectors of the State Board of Charities are empowered to visit any child under the age of 16 years, not legally adopted, placed out by any person or corporation mentioned in the second section of the Act, "or by any person licensed by said Board to place out children," provided such children are not placed out with relatives within the second degree of relationship.

The Legislature of 1905, in chapter 273, added a new section, 141-a, to the prior law. This new section requires monthly reports to the State Board of Charities from all public officers authorized to place out dependent children in family homes. Such reports must be made at the end of each month whenever homes are found for children, that there may be no long delay before the homes are visited by an inspector of this Board to determine whether they are satisfactory.

The regular visitation of homes in which children have been placed out has been of great value in the correction of evils and abuses in connection with the child wards of the State. The enforcement of the law will hereafter essentially safeguard the children, and through the prompt action which is now possible the possibilities of abuse will be greatly diminished.

It has been found that some of the officers and placing-out agents are careless in the selection of foster homes. They do not make a thorough preliminary examination into such homes or into the character of those who make application for the care of children. Their chief desire seems to be to relieve counties or towns of the cost of maintenance, and when they have accomplished this they act as though their duty is completed.

The placing-out law, however, does not relieve local authorities from the responsibility which the guardianship of dependent chil-

dren imposes. It is their duty to make frequent visitations to the homes in which they place children and satisfy themselves by careful personal examinations that the children are receiving satisfactory treatment.

In one particular there seems to be less attention given than in others. This is the matter of school attendance. Children are frequently placed by public officers in homes with people who do not permit them to attend school. This is especially true of many placements of children over the age of 14 years. Children of this age are able to do considerable work in or about the house or on the farm and their value as workers causes the necessity for their attendance at school to be ignored. The school law of the State requires the attendance of all children of school age during a part of each year. The children are entitled to the privileges and opportunities which will fit them for good citizenship, and placing-out officers should insist upon them. As a rule, the children are well fed and clothed and are kindly treated. There are but few instances in which the placed-out children do not have these things. If, in addition, they can always have the opportunities for an education, the placements will be very satisfactory. Your committee is able to state that most of the placing-out officers and county superintendents do now insist that children shall have educational opportunities and suitable moral training, and that the question of financial saving to the counties receives less consideration than does the humane purpose to find suitable homes for these dependent wards.

This work is of such great ultimate importance that every child placed out by any person, society or corporation in the State should be visited periodically by the Inspectors of this Board. This is especially necessary to protect the young girls and secure for them proper training and supervision during the years immediately prior to maturity. In compliance with the request of the State Board of Charities, the Legislature of 1905 made provision for a woman inspector to visit these homes. She began her work on October 1st, 1905, and has demonstrated already that it is of special benefit to have a competent woman to make these visitations. Unfortunately, with only one inspector it is impossible to visit all the homes in which children are placed

out by public officers and private societies of the State. More than 400 children were placed out by superintendents and overseers alone during the year, and the various charitable societies and agencies should visit them regularly and an inspection should be made at least once a year by a State inspector. It is impossible, however, for one inspector to make all the visitations which the hundreds of placements require, and your Committee suggests the appointment of an additional inspector as soon as funds are available.

Your Committee desires to emphasize the fact that the inspections made by this Board do not relieve the county authorities of their responsibility for the welfare of the dependent children they place out. They must take final action whenever unfit homes are reported, and it is gratifying to state that in every instance where such homes have been reported the county superintendent or other responsible placing-out officer has at once removed the child to a new home.

The reports of the inspections of these homes are on file in the office of the Board and will furnish in time valuable statistics for study. The main fact which already stands out from these reports is that the vast majority of home selections have been satisfactory. This is true not only of the placements made by the county superintendents and other local authorities but also of those made by the Catholic Home Bureau, which reports all its placements to this Board.

Respectfully submitted,

MICHAEL J. SCANLAN,
WILLIAM H. GRATWICK,
AUGUSTUS FLOYD,
RALPH W. THOMAS,

Committee.

REPORT
OF THE
DEPARTMENT OF INSPECTION.

1900

THE UNIVERSITY OF CHICAGO

REPORT OF THE DEPARTMENT OF INSPECTION.

The Department of Inspection is charged with the visitation and inspection of the private charities of the State which are in receipt of public moneys. These philanthropies comprise dispensaries, eleemosynary educational institutions, fresh-air charities, homes for the aged, homes for children including infant asylums, hospitals, placing-out agencies, reformatories and temporary homes.

The agents of the Department in addition to special inspections and visits to societies, institutions and individuals in the course of the performance of their official duties, made 548 general inspections during the year ending September 30, 1905.

The following tables indicate in a brief form the facts in regard to the inmates of the homes for children during the years 1903, 1904 and 1905:

	Sept. 30, 1903.	Sept. 30, 1904.	Sept. 30, 1905.
SEX:			
Male.....	15,832	17,187	17,129
Female.....	11,968	12,983	13,118
Total.....	27,800	30,170	30,247
AGE AT TIME OF ADMISSION:			
Under 2 years.....	4,184	3,489	3,309
Between 2 and 5 years.....	6,916	6,415	6,408
Between 5 and 10 years.....	11,986	13,649	13,727
Over 10 years.....	4,480	6,398	6,582
Not stated.....	234	219	221
AGE AT CLOSE OF FISCAL YEAR:			
Under 2 years.....	2,070	2,126	2,153
Between 2 and 5 years.....	3,781	3,547	3,311
Between 5 and 10 years.....	11,844	11,434	11,562
Between 10 and 16 years.....	9,226	12,156	12,211
Over 16 years.....	645	688	798
Not stated.....	234	219	212
*CIVIL CONDITION:			
Orphan.....	2,051	2,135	2,108
Half-orphan.....	13,146	14,280	14,158
Parents living.....	9,355	10,565	11,106
Unknown or not stated.....	3,248	3,190	2,875
*PHYSICAL CONDITION:			
Healthy.....	23,212	26,501	26,414
Fair.....	2,388	2,236	2,433
Not healthy.....	2,080	1,263	1,224
Not stated.....	120	170	176
*MENTAL CONDITION:			
Intelligent.....	23,603	27,061	27,113
Fair.....	1,678	617	802
Weak.....	239	163	174
Not stated.....	2,280	2,329	2,158

* These statistics represent conditions reported at time of admission.

The Department of Inspection—Continued.

	Sept. 30, 1903.	Sept. 30, 1904.	Sept. 30, 1905.
DURATION OF INSTITUTIONAL LIFE:			
Less than 1 year.....	9,818	11,023	10,919
Between 1 and 2 years.....	5,414	6,180	6,145
Between 2 and 3 years.....	3,934	3,895	3,992
Between 3 and 4 years.....	2,703	2,840	2,724
Between 4 and 5 years.....	1,911	2,000	2,111
Between 5 and 6 years.....	1,430	1,402	1,458
Between 6 and 7 years.....	819	1,046	1,034
Between 7 and 8 years.....	605	620	651
Between 8 and 9 years.....	429	406	422
Between 9 and 10 years.....	276	298	287
Between 10 and 11 years.....	203	175	214
Between 11 and 12 years.....	111	145	100
Between 12 and 13 years.....	58	64	93
Between 13 and 14 years.....	39	27	43
Between 14 and 15 years.....	21	21	14
Between 15 and 16 years.....	11	7	14
Over 16 years.....	18	21	26
HOW ENTERED:			
By birth.....	205	179	187
By magistrates.....	6,833	6,871	6,436
By commissioners of charities.....	9,135	11,681	13,820
By other poor law officers.....	3,041	3,079	3,198
By parents, guardians or friends.....	5,053	5,312	5,469
Otherwise or not stated.....	3,533	3,048	1,137
HOW SUPPORTED:			
By institutions.....	2,966	2,701	2,297
By cities.....	17,567	19,667	20,973
By counties.....	2,807	3,065	3,274
By towns.....	652	701	586
By parents, guardians or friends.....	3,749	3,830	2,813
Otherwise or not stated.....	59	206	304

The Department of Inspection—Concluded.

	BIRTHPLACE OF CHILD.			BIRTHPLACE OF FATHER.			BIRTHPLACE OF MOTHER.		
	Sept. 30, 1903.	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1903.	Sept. 30, 1904.	Sept. 30, 1905.	Sept. 30, 1903.	Sept. 30, 1904.	Sept. 30, 1905.
United states.....	22,937	27,198	27,205	9,074	10,159	10,297	9,341	10,586	10,655
England.....	93	197	85	672	692	665	528	538	512
Ireland.....	143	117	112	4,255	4,475	4,436	4,858	5,066	5,166
Scotland.....	22	14	18	184	220	210	149	187	149
Germany.....	118	103	87	1,781	1,942	1,893	1,480	1,715	1,573
Austria.....	83	106	112	1,395	1,443	1,573	1,454	1,480	1,573
Russia.....	303	302	267	1,347	1,337	1,460	1,450	1,443	1,643
Italy.....	611	632	725	1,876	2,255	2,471	1,810	2,142	2,375
France.....	22	29	24	171	159	160	135	146	146
Switzerland.....	3	2	4	68	74	60	48	40	40
Norway and Sweden.....	24	37	17	209	204	228	204	199	253
Canada.....	147	135	133	430	464	446	436	490	465
Cuba.....	16	18	11	41	34	34	21	29	22
Other foreign countries.....	215	295	260	615	1,163	904	688	1,196	886
Unknown or not stated.....	3,063	1,085	1,187	6,682	6,542	6,410	6,162	5,917	5,885

REPORT
OF THE
COMMITTEE ON ALMSHOUSES

REPORT OF THE COMMITTEE ON ALMSHOUSES.

To the State Board of Charities:

In making its annual report, your Committee on Almshouses is able to state that, as a rule, the institutions intended for the public care of the aged and infirm are in satisfactory condition. The progressive movement which began a number of years ago still continues. It has been marked by improvements of various kinds, including new buildings and additions to equipment. Several almshouses have opened new buildings recently, and, in one instance, that of the Clinton County Almshouse, a new group of buildings, constituting an almshouse on the cottage plan, is to take the place of the old buildings which were destroyed by fire. The supervisors of several counties are considering the question of either rebuilding or making radical changes in the almshouses under their charge, and the time is not far distant when the last of the older type of almshouse will have disappeared. There is not a single example of that type remaining in the original form. The introduction of modern equipment, arrangements for sanitation, or a reconstruction of the interiors have so changed the older almshouses that they no longer can be said to represent the former type of institution. Every almshouse in this State has had extensive alteration within the past ten years; though the exteriors may retain their original forms, the interiors have been radically changed and always for the better. Thus, the progress of a decade is clearly shown by the structural changes or in the equipment.

CARE OF THE SICK.

Among the most important additions to the almshouses are those intended for the sick.

Monroe county has at last opened its new hospital and its well-ventilated, sunny wards, wide halls and good sanitary equipment will enable the officers in charge of the almshouse to take better care of the sick poor than has been possible heretofore.

The new building is large enough to accommodate about two hundred patients, and hereafter all cases of acute sickness among the inmates of the almshouse, all cases requiring frequent medical or surgical attention, and such patients of the chronic class as should have special consideration will be cared for in this building. By this classification the old almshouse wards will be relieved of the presence of the sick, and the other inmates will have more room and liberty than was heretofore possible.

In Orleans county, the new hospital is a smaller building than that connected with the Monroe County Almshouse, but it is a good, well-arranged building with accommodations sufficient for the average number of dependents who must be cared for by the county.

Changes and improvements have been made in the Erie County Hospital but its crowded condition militates against the efficient care and oversight of the patients. The medical service is satisfactory but the patients are not looked after as they should be. A number of patients have left the hospital without permission of the authorities; in one or two instances, going out through windows or making use of a fire-escape. This indicates a lack of proper supervision which may be due to the overcrowded condition of the hospital.

The hospital facilities for the care of the dependent poor in the city of New York have been increased during the year and movements are under way which will result in a great enlargement of the hospital facilities of the city and a better distribution of the hospitals.

Your Committee believes that New York City with its vast population is not now adequately supplied with hospitals under public control. It is also of the opinion that the present public hospitals are not located so as to best serve the city's need. A systematic study of the city and of its probable development and a comprehensive grouping of its population with reference to the needs of the sick will result in such distribution of the public hospitals and such plans for the future as will make the city system more serviceable than it has ever been.

EXTENSION.

The Commissioner of Public Charities of the city of New York believes that not less than \$15,000,000 should be appropriated for new buildings and equipments intended for the city's dependents. Of this amount a large portion must be spent on buildings intended to provide more room for the sick poor on the islands of the East river. Another large sum must be spent to provide new dormitories for the aged and infirm who are now cared for in the Flatbush Almshouse in Brooklyn. The removal of the workhouse and penitentiary from Blackwell's Island should be accomplished soon and that island be reserved for use as a public park and for buildings for the sick. If this plan is carried out great changes are not far distant in the public charitable institutions of New York City, changes which can be accomplished only through a radical rearrangement of the system.

PROTECTION AGAINST FIRE.

Your Committee has repeatedly in the past urged the necessity of ample provisions for the protection of life and property in the institutions intended for the care of the aged and infirm. During the year the wisdom of this recommendation was illustrated by the destruction of the Clinton County Almshouse, on which occasion one life was lost. Every almshouse should have ample protection against the fire danger and the employees and inmates be drilled for quick action in an emergency. Water under sufficient pressure carried by standpipes to every floor, with hose for the halls, outside hydrants with sufficient hose and a steam pump able to throw streams over the roof should be installed in every almshouse and similar institution in the State. In addition to this there should be ample supplies of chemical extinguishers and the employees be instructed in their use so that fires may be checked before they have time to get under way. Loss of life will be avoided also if there are ample well-located fire escapes of suitable pattern for easy and quick descent by the aged and infirm. Any other form of fire escape will prove a snare in time of need. Some almshouses have ladder escapes. These may do

for young persons but are not suitable for the aged and infirm and are absolutely impossible for paralytics or other persons who would have to be carried down them. The difference in cost between special easy fire escapes and those which will prove unserviceable in time of need is not very great, but if it were, the lesser cost cannot justify the erection of fire escapes which will prove useless to those for whom they are intended.

Respectfully submitted,

S. W. ROSENDALE,
WM. R. REMINGTON,
RALPH W. THOMAS,
Committee on Almshouses.

REPORT
OF THE
ALMSHOUSES AND PUBLIC HOSPITALS IN THE
FIRST JUDICIAL DISTRICT.

REPORT OF THE ALMSHOUSES AND PUBLIC HOSPITALS IN THE FIRST JUDICIAL DISTRICT.

To the State Board of Charities:

The almshouses, hospitals, and other institutions, under the direction of the Commissioner of Public Charities of the city of New York, have made noticeable progress from year to year. Whatever good a Commissioner has accomplished in his term of office, it has not been in the direction of planning for the future. It would seem as if each Commissioner builded for his day, carrying out only those plans of his predecessor to which the city was bound by contract. The former term of office, two years, was far too short for any Commissioner to accomplish great reforms.

However, there are certain lines along which consecutive efforts might have been put forth, viz.: (1) a uniform system of records of inmates or patients to be used in all institutions and bureaus; (2) to establish modern methods of accounting, including a system of accounting for the receipts and disbursements of alimony for both boroughs; (3) a safe system of passes; (4) a careful keeping of the time of employees.

Each institution has been run independently in a measure, the superintendents giving little thought to the welfare of the Department as a whole. The institution heads have not been called together in council, many who have been years in service never meeting one another.

The result of this lack of a definite and well-considered policy is: Buildings much out of repair, and in many instances dangerous and unfit for tenancy; plumbing obsolete in style and so worn as to prove a nuisance and even a menace to health; a fire alarm system inadequate in scope and out of order; lack of attention paid to fire drills and proper night-watch service; improper classification of inmates or patients, partly because of a lack of understanding of what proper classification means, and partly because of insufficient or ill-adapted accommodations: waste in coal consumption by divided heating plants; numbers of in-

efficient employees of the lower grade, and those of higher grades improperly designated or underpaid; the erection of temporary wooden buildings to house the increased population, which are often used for those afflicted with infectious complaints—buildings that are costly to maintain and a disgrace to the city.

As an illustration of the laxity of administration and improper methods that have been in vogue for many years, may be cited the method followed in the care of the property of patients at some of the hospitals of the department. Patients entering the institution are requested to leave with the property clerk who is in attendance at the time of reception, their valuables for safe keeping. Unless they are "stretcher cases" or physically disabled, no search is made of their clothing or of the packages they bring with them, with the result that money or valuables are often left in the clothing or taken into the wards, and the patients in numbers of instances have lost their property. The property clerk lists the valuables received by him in a book of record. No receipt is given the patient, and when about to leave, the nurse in charge of the ward from which he is to be discharged obtains the property and gives the property clerk a receipt therefor. Neither the patient nor the institution is properly protected by this method.

A better way would be to search all the clothing and packages of the patient upon entrance, and give the patient a receipt for valuables found in his possession. If any money is returned to the patient for use while at the institution, a receipt should be taken by the property clerk for the amount returned. Upon leaving, the patient, and not the nurse, should give a receipt for all money or property returned to him. By this method the loss of the property of patients will be guarded against.

CENSUS.

The average daily census for the whole department for 1905 was 10,307, or 423 more daily than were cared for during 1904, when the average daily census was 9,884. The census of all the institutions has shown a steady increase, so uniform and so likely to be even more rapid with the growth of the city and the great influx of population that the needs of the institutions

as regard housing, maintenance, and care, could, with forethought, have been provided for without the necessity for the erection of temporary buildings. That private hospitals are provided with every device known to modern hospital equipment and are complete in every detail, and that those who are dependent upon the city's charity should be deprived in the public hospitals of proper care and sufficient nursing, is to be deplored. This condition in the public hospitals is the direct result of the failure on the part of those intrusted with the care of the sick poor, to properly present to the general public the needs both present and future of this class of institutions. A propaganda should be instituted to present persistently and forcefully a definite policy sufficiently broad in scope for the extension of the hospitals upon Blackwell's Island; for the proper care of the chronic and convalescent adult patients, and for the establishment of smaller reception hospitals distributed throughout the city for the treatment of acute cases. With the division of the city into hospital districts and the establishment of a reception hospital in each district, abundant provision might be made for the care of the city's sick poor without the necessity of sending them to the private hospitals, where the cost of treatment and maintenance is greatly in excess of that in the city's institutions. A further benefit would be the prevention of the transfer of patients from private and public hospitals to the Island institutions before they were fit for transfer. Interesting data along this line may be expected when the Commission of Public Hospitals appointed by the Mayor of New York City makes its report.

APPROPRIATIONS.

The appropriations for the Department of Public Charities as fixed by the Board of Estimate and Apportionment for the year 1905 compared with those for 1904 show only a slight increase for 1905, while the daily census has materially increased and will of a certainty continue to increase for the years to come.

While the increase of \$636,338.43 asked for is necessary, still the administration of these institutions as a whole has been so out of hand that in some directions money has been expended unwisely and in many ways a saving can be made. The employ-

ment of large numbers of persons recruited from the almshouse and workhouse class, many of them addicted to the use of liquor, means a force low in efficiency and morale, and more costly to maintain than one of a higher grade. With provision for increasing the wages of employees who are now paid \$10.00 to \$12.50 per month and maintenance, a better class of employees could be obtained, who would render more efficient service. A revision of the salaries of this class of employees is necessary, as those doing exactly the same work are paid \$10.00, \$12.00 and \$12.50 per month, with maintenance, at Randall's Island, and in the City Home and City Hospital on Blackwell's Island.

A saving can be made by a strict observance of Department Rule 9, Chapter 1, enacted in June 1903, that "He (the Superintendent) shall not permit any person, other than the officers, employees, members of the house staff, and minor members of his family, to take their meals or sleep in any part of the institution except by permission of the Commissioner." A number of employees with large families, many of them adults earning wages, are maintained at the Department's expense at several of the institutions.

Another saving might be made by the abolition of the mess at the 26th Street Dock, where a select number of employees are given a daily meal at noon at the Department's expense.

The sum of \$1,568,200 was asked of the Board of Estimate and Apportionment for new buildings and extraordinary repairs to existing buildings and apparatus. The sum of \$1,446,267.36 was granted. This amount will provide for 13 out of 22 of the purposes asked for, and will provide better accommodations for the employees in some of the institutions; increased capacity for housing nurses; funds for carrying on the building of the new Municipal Lodging House. It provides also for the erection of Bradford Street Emergency Hospital, Brooklyn; for building the new Coney Island Hospital; and a provision of \$800,000, which carries with it a pledge for an additional \$1,000,000, for the New York City Tuberculosis Hospital, to be erected at the Farm Colony, Staten Island. The increase of the appropriation for the erection of the New York Tuberculosis Hospital is a wise one, whether this hospital is finally erected upon property recently

acquired in connection with the New York City Farm Colony, Staten Island, or upon the north end of Blackwell's Island, where abundant space is available. During the year 1905, the average daily census of consumptives at the infirmary in connection with the Metropolitan Hospital has been 492, while in the winter the census frequently rose to over 600. In every hospital of the Department may still be found a considerable number of tuberculosis patients for whom there is no accommodation at the infirmary.

BOAT SERVICE.

A boat service from the City to the Island institutions entirely separate and distinct from the Correction Department should be maintained. As arranged at present three crews operate the ferry, a Charities Crew, a Correction Crew, and a composite crew made up from both. The steamer "Brennan" of the Charities Department transports prisoners to the Island daily from East 26th Street; the men prisoners who are discharged are taken across at 70th Street upon the steamer "Thomas M. Mulry," and the women are brought down to 26th Street on the steamer "Brennan." When the prisoners are brought across at 70th Street upon the early morning trip, it renders it unpleasant for the women and school children who make the trip at the same hour. This intermingling of the City's poor and the workers in the institutions with the prisoners is contrary to present day policy and a different arrangement should be made. The pier at the foot of East 26th Street should also be given up solely to the Charities Department, in order that the separation between Charities and Correction may be made complete.

THE MORGUE.

(Foot of East 26th Street, New York City.)

The public morgue, which is under the immediate direction of the Superintendent of the Bureau of Dependent Adults, is in bad condition. The conditions are such as to be a disgrace to the city. The capacity is far below that required by a city of this size. A morgue with a capacity for at least 250 bodies should be established. While it is extremely improbable that the city will ever have to face another such disaster as the Slo-

cum disaster, still, in a city of the size of New York, accidents involving great loss of life are likely to occur. The construction is faulty, and the refrigeration plant is entirely inadequate for the needs of the morgue. Effort was made to reduce the unpleasant odor by the installation of nine 12-inch ventilating stacks. The result, however, raised the temperature and added to the already unfavorable conditions. The temperature of the boxes seldom went below freezing point, whereas frequent investigation showed that the temperature ranged from 38 degrees to 58 degrees in various boxes. The condition in the section used for keeping the "floaters" was much worse than that in the main division. Here the temperature was very high, even in cold weather, and neither the boxes nor the floor beneath the racks were kept clean. Bellevue Hospital is under obligation to furnish both sufficient refrigeration for the boxes and heat for the offices and rooms, neither of which has been done in a satisfactory manner. During the fall, however, improvement was made in the matter of heating, and additional radiation was furnished. The tables used in the autopsy room are old in design and should be replaced by tables of modern construction. Better care should be taken of the undertakers' room, in order to keep it in a satisfactory condition of cleanliness.

MUNICIPAL LODGING HOUSE.

(398 First Avenue, New York City.)

WILLIAM C. YORKE, *Superintendent.*

Number of lodgers cared for during the year, 51,987.

The demands made upon the lodging house have been somewhat less than during the past year. This institution has been under the same management as during 1904. Frequent inspections both by day and night have shown that it has been well managed. The building has been kept scrupulously clean, the labor of the lodgers having been utilized to the fullest extent. During the year 51,987 persons were fed, lodged, bathed, their clothing fumigated, and given, when needed, medical and surgical aid.

During the year a new method of cleansing the bed springs was introduced, and the tin cups and saucers, as well as spoons, were sterilized after each using.

The appliances for use in the event of fire were found to be in good order. No great improvements in the building have been made during the year, as it is to be hoped that before the close of 1906 the new lodging house will be ready for occupancy. It is a matter of satisfaction that a contract for the building of a new Municipal Lodging House on East 25th street has been awarded. The Church Construction Company being the lowest bidders, the contract was awarded to them for \$273,900. The cost of the ground was \$41,500. The ground was broken December 11, 1905, and the work is being rapidly advanced.

BUREAU OF DEPENDENT ADULTS, MANHATTAN AND THE BRONX.

(Foot of East 26th Street, New York City.)

GEORGE W. MEEKS, *Superintendent.*

Total number of cases (including issuing of passes to Randall's and Blackwell's Island) handled during the year ending December 31, 1905, 117,230.

The work of this department increased during the year 1905. The "Court Fund" (money paid into the department by husbands who failed to support their wives and children, and also by children who failed to support their parents) was \$128,070.98, an increase over 1904 of \$17,948.59. An examination of this Bureau reveals the fact that the methods are not only obsolete, but are so lax as to make it impossible to properly balance the account. This condition of affairs renders peculations easy, and difficult to discover. An immediate installation of a rational and proper system is imperative.

The present system of keeping the records of the cases cared for in the outside or private hospitals by the Department of Public Charities is both obsolete and cumbersome, and much of the work is duplicated. Together with the maintenance of an obsolete system and a general lack of observation, the work of the office is in arrears; the natural result being that the work of investigation is at times hurried, insufficient examinations of cases are made, and cases are often left in the examiner's hands too

long. A card filing system should be adopted which will cover the five classes into which these cases are divided. An improvement should also be made in the "tally records of acceptance for public pay," rendering the work of approving the monthly bills of hospitals more accurate and less arduous. An entire reorganization of this office is necessary in order that the clerical work may be reduced in volume and the examiners accomplish a larger proportion of work.

The notifications by the hospitals accepting public charges for treatment should reach the Department within twenty-four hours, whereas now it is many days and sometimes weeks before some of these cases are reported, rendering it impossible to properly pass upon them. The same laxity in reporting discharges is noted, and should be rectified.

BUREAU OF DEPENDENT CHILDREN, BOROUGHES OF MANHATTAN AND THE BRONX.

(66 Third Avenue, New York City.)

FREDERICK E. BAUER, *Superintendent.*

Number of children proposed for commitment, 7,744.

Number of reinvestigations, 9,839.

At this Bureau, the character of work done is found to be conducted in most respects in a business-like manner. The system of recording investigations is somewhat in advance of other departments, in that more modern forms of entry are used, and, with the aid of labor saving devices of the library card index character, the work of reference has been considerably expedited. The system, however, is not complete. The demands upon the clerical force are so great that many makeshifts have of necessity been consented to, and consequently affect the despatch of current work of filing and completing records. The work should be so systematized as to permit the examiners to devote themselves entirely to the work of investigation of cases presented for commitment. The work of reëxamination of cases is in arrears.

During the year 1905, the number of children proposed for commitment was 7,744, or 90 less than during the preceding year.

11,918 children were maintained as public charges in private institutions, the care of which cost the city \$1,611,258.56. The total amount of money collected from parents and guardians by this Bureau for the year 1905, for the support of children committed to institutions, amounted to \$26,076.49, which amount nearly equaled that expended in salaries for the Bureau.

CITY HOSPITAL, BLACKWELL'S ISLAND.

JAMES D. LAMB, *Superintendent.*

Bed capacity, 702.

Paid employees, 215.

Medical house staff, 23.

Number of patients cared for during the year, 5,049.

Remaining December 31, 1905, 344.

Considerable progress, though slow, was made at this institution during 1905. The laundry building, which was partially destroyed by fire December 23, 1904, was rebuilt and the new laundry machinery installed. The second floor is used for an ironing room. The third floor, which was formerly used for women employees, was not rebuilt. These women employees are cared for in the out-wards until the temporary pavilions are ready for occupancy.

The work on the Strecker Memorial Laboratory was practically completed, and provides adequate quarters and facilities for experimental pathology and bacteriology.

The work on the new boiler house progressed slowly but was not finished for service during the year. The grounds, on account of the work in progress, notably the construction of subways for the steam and return pipes, were kept in badly disordered condition.

The hospital proper was further protected during the year by the purchase and installation of 1,500 feet of 2½-in. cotton web hose. The old hose was removed and the new was connected with the standpipes and distributed throughout the building. About 400 feet was mounted upon the wheel reel which is kept in the engine room. The two large liquid chemical extinguishers proved upon test to be worthless and were condemned. Seventy-five liquid chemical extinguishers were purchased and distributed throughout the buildings.

Three temporary, one-story wooden pavilions, for the accommodation of patients, are in course of construction. It will be necessary to use one of these for the housing of women employees, whose dormitory was destroyed by the burning of the laundry building.

The largest census of this hospital during the year was 885 patients, which necessitated the use of the top floor of the new erysipelas building for male walking patients.

While additional bed capacity for patients is an urgent need, it is to be regretted that temporary wooden structures should be erected. Standing under the shadow of a substantial stone building, erected more than fifty years ago, they provide a commentary upon the "hand to mouth" policy which has obtained in this Department for years. These pavilions, because of their inflammable and flimsy construction are a constant menace to the patients housed therein, as well as to the other buildings. They are difficult and costly to heat, and in no way meet the modern demands of hospital construction. The old wooden building to the west of the maternity ward, as well as the wooden structure for housing male convalescent patients, together with a building of similar construction used as a carpenter shop to the south of the building for male employees, should be removed, as they are dangerous in the event of fire. The building used for male convalescent patients is insanitary.

Because of the demands made upon this hospital, additional bed capacity is an imperative need. There are of necessity a large number of chronic patients who still need trained care. Two wings should be constructed upon and adjoining the rear of the main building of the east and west ends. A domestic and service building should be erected in the center of the rear, in which should be accommodations for the kitchen, dining rooms for employees, storehouse, dietitian's office, and a diet kitchen.

Two cottages should be erected upon the grounds in front of the main hospital, one to accommodate the Superintendent, and the other for the medical staff. By the erection of such buildings, a large number of rooms would be freed for legitimate hospital purposes.

The elevators are old and should be replaced by those of modern construction.

Another imperative need is the construction of a dormitory building for women employees, which should be located on the west side of the island, in a location corresponding to that occupied by the building for male employees upon the east side of the grounds.

The institution has in the main been well administered and the sick well cared for. The wards have been clean and well ventilated during the day. In the majority of cases, the clothing closets were similarly well cared for.

The ward kitchens on the men's side of the house, used as serving or dining rooms, are not supplied with running water. This should be provided for at an early date, as this lack adds greatly to the work and discomforts of the wards, necessitating as it does the carrying of fresh and waste water through the wards to the toilet rooms.

The work of the hospital seemed to move without friction, with the exception, perhaps, of the work of the dietitian, whose authority in the matter of the preparation and serving of food is not absolute. The dietitian has no voice as regards the care of the food supplies until received in the kitchen upon her daily requisition. By an unfortunate verbal direction of the Deputy Commissioner, communicated through the Superintendent, the head cook is permitted to run his department without the authoritative supervision of the dietitian. A change should be made in this particular, in order that the Superintendent may be able to hold one head responsible for the preparation and serving of the food.

NEW YORK CITY TRAINING SCHOOL FOR NURSES, BLACKWELL'S ISLAND.

MARY S. GILMOUR, R. N., *Superintendent*.

Officers and supervising trained nurses, 17.

Pupil nurses, 105.

Probationers, 13.

Male orderlies, 3.

Employees, 29.

With the completion during the year of the third wing of the home, enough room is now provided to accommodate all the nurses and employees who are connected with the school.

The work of the school seems to have progressed smoothly during the year. At the close of the year, the census of the home was 164, which included 105 pupil nurses and 13 probationers. This school furnishes the women nurses not only for the City Hospital, but also for Gouverneur, Fordham, and Harlem Hospitals. During the year 1906 the three latter hospitals will be largely increased and will require an additional number of nurses from the New York City Training School, unless a training school is established in connection with Fordham Hospital.

NEW YORK CITY HOME FOR THE AGED AND INFIRM,
BLACKWELL'S ISLAND.

ROBERT ROBERTS, *Superintendent.*

Bed capacity, 2,638.

Officers and employees, 206.

Medical internes, 7.

Number of inmates cared for during the year, 5,558.

Remaining December 31, 1905, 2,535.

The statement that with many needs there have been but few improvements, sums up the condition at this institution. With a population of 2,535 inmates, 148 more than upon the same day in 1904, many improvements are needed in the way of new buildings, which will permit of a better classification. Many repairs to buildings are also needed.

This institution, probably because it cares for the chronic rather than the acutely ailing, has suffered at the hands of every Commissioner for years. Satisfactory classification has been difficult, although a closer and better classification might be effected.

No improvements have been made in the bath and toilet conveniences, which still occupy the one-story wooden buildings adjoining the two stone buildings known as "The Barracks."

Many of the buildings upon the grounds are one-story and of wood. These buildings, largely used as shops, are in close proximity to residence buildings, and constitute a constant menace in the event of fire. Several of these buildings are

heated by stoves, which method was responsible for the burning of one of them which was used as a tailor shop. Steps are being taken to heat all these shops by steam.

The greatest need at this institution is dormitory accommodations for paid male employees. These men are scattered here and there among the various buildings, in rooms often needed for the inmates and in places that are public and uncomfortable, and, if needed in an emergency, it would take time to assemble them.

Buildings should be erected for the reception of male and female patients, as it is necessary to place all who enter this institution almost immediately in the general wards without the period of isolation which is desirable. Increased dormitory accommodations are also needed for both sexes. Day rooms for both men and women are also needed, as the building known as "The Klondike," now used as a day room for men, is a menace to health and a disgrace to the city. Plans are being made to replace the present earth floor with one of cement.

Additional dining rooms for both sexes are also needed, and should be provided in conjunction with a kitchen at both of the barracks.

The work of the hospital, although concerned most largely with the care of the chronic sick, is, however, of so much importance that an operating room should be provided at this institution.

Another building, fully as important as any of the foregoing, is an industrial building, in order to accommodate the shops which at present are housed in a one-story wooden building extending along the east side of the island and in the rear of some of the dormitory buildings.

Careful and frequent examination of the wards and buildings throughout showed that they were always in a clean and well ordered condition. The system of placing the different wards in charge of a trusty inmate is productive of good results. In accordance with the suggestion that the use of open drinking pails be discontinued, some water coolers were requisitioned. The beds were free from vermin, the bedding and linen clean, and the beds in some wards were aired till evening. The hospital

wards were found to be in a similar condition of cleanliness, and were in good order considering the fact that they are constantly in use by the chronic sick.

Some criticism of the general management may be made in some particulars. The watchman's service has been found upon inspection to be perfunctory, and a watchman's time clock should be provided in order that there may be no laxity in this particular. Employees who have been discharged for insubordination or intoxication are often employed again if their services are in any way valuable. This should not be permitted, nor should the institution employ any person discharged from another institution of the Department for insubordination, intoxication, or inefficiency.

In order that a better classification of the more helpless inmates may be made, one of the larger wards, preferably blind ward No. 1, should be set aside for the use of crippled patients. This is a building of modern construction, and if the porch upon the southern side were inclosed by glass it would make a suitable workroom for the inmates who have been encouraged quite successfully to spend a large portion of their time in making fancy articles. Other wards upon the ground floor of the male barracks should also be devoted to this class of patients in so far as accommodation is needed. Ward "L" is filled, and with the materials and appliances for making various fancy articles is at times uncomfortably crowded. These patients also eat in this ward, which further adds to the undesirable conditions. Suggestion has been made that the porch of this building be inclosed with glass, in order that it may be used as a workshop, relieving the wards of confusion and litter. The building is not sufficiently good to pay for such an expensive addition, and in order that the best results may be obtained, a two-story brick building should be erected upon this site, the main floor of which should be used for crippled and epileptic patients, while the second floor could be used for other and less helpless patients.

METROPOLITAN HOSPITAL, BLACKWELL'S ISLAND.

J. B. MICKLE, M. D., *Superintendent.*

Bed capacity, including infirmary and training school, 1,178.

Officers and families, 18.

Medical internes, 21.

Paid employees, 353.

Patients cared for during the year, 8,151.

Remaining December 31, 1905, 1,185.

The total number of patients remaining in the hospital proper and in the tuberculosis infirmary at the close of the year was 1,185. Frequently during the year the excess of patients in both divisions was so great as to call serious attention to the necessity for increasing the capacity of this hospital. During the year, four temporary wooden pavilions were erected, and are, unfortunately, erected so near the tuberculosis infirmary as to appear to be a part of that division, and further, are in the most prominent location. The policy of erecting temporary pavilions of such slight construction and of inflammable material is a very questionable one. The beaded wood with which the sides and ceilings are covered affords lodging places for vermin and disease germs. They are both difficult and costly to heat. Additional bed capacity is an urgent need which should be met by wings added to the main building.

These pavilions have a total estimated capacity of 140. Two of them have, by reason of great need, been devoted to dormitory purposes, one for men and another for women employees. Two tents, with a total capacity for 24, were also erected during the year for the use of tubercular patients.

The steam-heating system has been improved by an extension to the southwest annex of the main hospital. Repairs have been made to the roofs of the old wooden pavilions used for storage purposes. As these buildings are both an eyesore and a menace in the event of fire, they should be torn down as quickly as the purposes for which they have been used can be supplied in other buildings.

The excavation for the new male helpers' dormitory has been made, and the building no doubt will progress rapidly to completion.

An isolation pavilion for the male and female erysipelas cases, a solarium for the women, a reception building for patients, a morgue and refuse incinerating plant, are also much needed.

The hospital wards throughout are found to be clean and well cared for. The lavatories, toilets and bath rooms were also found to be in a satisfactory condition. The nurses and orderlies appeared attentive to their duties and were kept under close supervision by the Superintendent of the training school or her assistants. The ground floor wards are the least desirable of any in the building. On account of their close proximity to the ground and little circulation of air beneath the floors, the floors are damp, and the wards rendered undesirable thereby. Ward "A" is used for all manner of purposes. Upon this is located the female erysipelas wards, eighteen rooms occupied by male employees, who are likely to be called upon for services, the dietary kitchen, dining rooms for employees, and the Protestant chapel.

Ward "E," also a ground-floor ward, is devoted to male alcoholic, chronic, and unclean cases.

A portion of Ward "C," in the maternity division located upon the second floor of the south wing, is devoted to the care of children of both sexes from two to twelve years of age. The conditions are not ideal, as the children are brought to a considerable extent into association with adult female patients, particularly upon the fire escape balcony, which is the most convenient place available for outside air.

Considerable friction has occurred between some officers of the institution, which has operated against its smooth running. The authority of the dietitian over the kitchen is but nominal because of a verbal order from the Deputy Commissioner by which the head cook is exempted from the direction of the dietitian. The best results cannot be obtained in that Department until her authority regarding the care, preparation, and serving of the food is made absolute, and she is held directly responsible.

It does not appear that a fire drill is regularly conducted. The fire alarm service from the wards indicating in the office has been out of order. More attention should be paid to maintain-

ing an effective organization among the male employees for the purpose of handling possible fires in their incipency, together with more frequent drills of the employees.

Although the kitchen was found to be clean, the building is unfit for occupation and is too worn for repair. The balance of the main floor and the upper floors are used for dining rooms and sleeping rooms for male employees.

A domestic building is needed in which should be located the general and special dietary kitchens, together with dining rooms for all employees and offices for the steward and dietitian.

TUBERCULOSIS INFIRMARY DEPARTMENT.

Constantly increasing demands are made upon this hospital. The tubercular cases from the Kings County Almshouse were sent here during the year, and there are a large number of similar cases throughout the hospitals which should also be cared for here if the accommodations permitted. In view of the character of the disease and the regulations imposed by the Department of Health, some authorized legal restraint should be vested in the Superintendent in order that those patients who are improving might be kept on the Island until they are cured, and those whose cases are hopeless might be retained there, thus protecting the people of the city. At present they are permitted to leave the institution to visit friends, and may or may not return. If the patients return, they are invariably in far worse condition than when they left.

The wards were found to be clean throughout and well cared for. The proportion of nurses is too small for the number of patients to be cared for. The building for male patients has been painted throughout and stamped steel ceilings have been ordered for a number of the wards, particularly in the women's building. The grounds about these buildings were made attractive during the summer by keeping the grass well trimmed, and by maintenance of flower beds.

The employment of a woman as director of the men's dining hall has resulted in decidedly improved conditions.

Upon December 6th, dietaries for the Tuberculosis Infirmary were put in operation. These dietaries are considerably improved and give great satisfaction to the patients.

METROPOLITAN HOSPITAL TRAINING SCHOOL FOR NURSES.

JANE M. PINDELL, R. N., *Superintendent.*

The work of the training school has been continued during the year with encouraging results. The number of nurses in training at the close of the year was 42 pupil nurses and 5 probationers. Together with the supervising permanent head nurses, the capacity of the home has been severely taxed. The dormitory accommodations for the "attendants" at the tuberculosis infirmary are unsatisfactory. More attention should be paid to these employees, in order that they may receive special training and that the hours when off duty be made more pleasant.

A new nurses' home is an imperative necessity, as the building is already taxed to its fullest capacity, and with the increasing census, demand is constantly being made for more nurses, for whom there is no accommodation.

NEW YORK CITY CHILDREN'S HOSPITALS AND SCHOOLS.

(Randall's Island.)

MRS. MARY C. DUNPHY, *Superintendent.*

Bed capacity, 1,489.

Paid employees, 385.

Medical house staff, 3.

Number cared for during the year, 2,401.

Remaining December 31, 1905, 1,231.

Upon the first of January, 1905, 33 infants remained in the Infants' Hospital. These were discharged during the year, the last leaving September 8, 1905. The building formerly occupied by the infants is devoted to the hospital care of children. The census of the entire institution shows an increase. There were remaining December 31, 1904: Children, 472; feeble-minded, 327; idiots, 272; total, 1,071. There were remaining on the 31st of December, 1905: Children, 514; feeble-minded, 346; idiots, 371; a total of 1,231, an increase of 160.

One of the chief improvements is the complete renovation of Wards 14 and 16, which are in a one-story wooden building in the rear of the school for feeble-minded. This building is connected

with the main building by a covered arcade, and is used as a dining room for the girls' domicile in the school for feeble-minded. The room adjoining is used as a hand laundry for the instruction and development of a number of these girls. The room in the main building formerly used as a dining room has been turned into a playroom.

The steam heating was improved in this building, and the steam radiators have been covered with wire netting in order to protect the inmates.

Pavilion "A" was reconstructed and renovated. A partition in the large room on the first floor of pavilion "H" was erected in order to provide a dining room separate from the playroom used by the feeble-minded boys.

The male and female orderlies' dining rooms have been re-floored, renovated and painted, and a sitting room for the accommodation of male orderlies has been provided in their dormitory building.

The capacity of the main heating plant has been increased by the installation of a new 200 horsepower boiler. The refuse crematory was finished and put into operation in December. Improvements were made in the industrial school by the erection of partitions to divide the various classes, and the entire interior was freshly painted. The usual amount of ordinary repairs has been made. This work is always considerable in amount, as many of the buildings and much of the plumbing are old and require constant attention.

ADMINISTRATION.

The institution has been carried on during the year under the same supervision as during the preceding year, with the exception of new day and night supervision nurses, who were appointed to fill the vacancies of those who resigned. No steps were taken during the year to fill two very important positions, that of the deputy and of the dietitian. The Superintendent needs the service of a deputy in order that she may be in closer touch with every department head responsible to her, and that the smallest details of administration may have constant supervision, which she very naturally is unable to give. Evidences were abundant during the frequent inspections of this lack of

close supervision. It must be remembered that there are 103 acres of ground, over 50 buildings, about 400 employees, one-half of whom are of the \$10 class, together with an inmate population of 1,231. Although the Superintendent makes her rounds each day, it is plainly a physical impossibility for one person to cover every part of the buildings and grounds, charged, as the Superintendent is, with a large amount of executive work. It is to be hoped that a deputy will be appointed in the near future. The brief term of service of the dietitian was sufficient to demonstrate the need of an officer in the inspection of the raw food supplies, the preparation and serving of food, and a complete revision of the dietaries for both inmates and employees. In the past there has been some friction between the Superintendent and the deputy and dietitian, which state of affairs is always a matter of regret, preventing, as it does, the best results.

A great and indefensible laxity is observed in the failure to conduct fire drills regularly and to instruct employees in the use of fire apparatus. A very small proportion of the nurses and attendants are familiar with the use of the portable fire extinguishers, and frequent inquiry failed to show exactly when fire drills are held. In a number of the pavilions, and particularly in the school for feeble-minded, there are not enough nurses on duty. In the event of fire it would be impossible for the present force, at least at night, to manage and marshal the children from the buildings without great loss of life.

It was noted that the new medical records are maintained, but since the internes have been charged by the Medical Board with the duty of indexing and filing them, no progress has been made. They are piled in the record room awaiting classification. The house physician reported that he has had no orders regarding them and has had no time to devote to the care of them. It would seem advisable that something should be done by the Medical Board to reorganize the medical service. It has been extremely difficult during the year to obtain the necessary number of internes for service. It would also seem advisable for members of the medical staff who visit the island not only to report the fact of their visit upon a certain day, but also the time of their arrival and departure. It is charged by the Superintendent that many of the attendants do not visit faithfully.

A large number of both the men and women employees are of the \$10 class and are recruited from the workhouse and dependent class. Because of the low rate of wages, it is difficult to obtain employees who can be relied upon. The frequent resignations and dismissals for drunkenness upon each pay day, seriously interferes with the work of the institution. Employees of this class are as expensive to maintain as those of a grade higher. It is to be hoped that particular attention will be paid during the coming year to raising the standard of the employees. It is difficult to retain the more reliable employees of this class at this institution, as those doing the same work at the City Home on Blackwell's Island are paid \$12 and at the City Hospital, \$12.50. The less reliable ones discharged from these two institutions drift to the hospitals, asylums and schools, while those of the better class at this institution seek employment at the other institutions of the Department, because of the higher rate of wages paid in them. By a careful investigation of the references of all employees, the promotion of worthy ones to a higher grade, and the standardizing of the wages in the three institutions named, it would seem that in time better employees might be secured, reducing the number of employees without greatly increasing the total allowance for salaries.

The institution throughout, both in the cellars and upon the living floors, was found to be clean and well cared for. The general care of the inmates seems good as far as observed. The attendants and nurses seem faithful. The frequent changes among the employees make the closest supervision necessary, in order that the children may receive good care.

The food supply has been in the main good, but in the absence of a dietitian the preparation of the food is left to the cooks, and the best results cannot be expected.

It is a matter of congratulation that there have been during the year comparatively few cases of contagious diseases. The more virulent cases are quarantined in the three isolation cottages known as Nos. 34, 35, and 36. From July 1st, 1905, to the 22nd day of December, only 12 wards were quarantined.

Those capable of receiving instruction or of doing any work are trained during a part of each school day in one of the school

classes in manual training or in the industrial or physical culture classes. Many of the boys are employed about the grounds. Although a large number of the pupils are feeble-minded in some degree, the results are said to be encouraging. At least, the frequent inspections have revealed that those receiving instruction are interested in their work. The classes in manual training have done particularly encouraging work.

NEW BUILDINGS.

Although in the last few years several new buildings have been erected, notably the reception pavilion, storehouse, gymnasium and pathological laboratory, a number of new buildings are needed.

NEEDS.

The recent repairs to the local gas plant have somewhat improved the quality of the gas, but steps should be taken to wire the building for electric lighting and to obtain service from the city.

New pavilions are needed in connection with the children's hospital, the school for feeble-minded, and the custodial asylum, as many of the buildings now in use are old, and the census of this institution is sure to increase.

A nurses' home and proper dormitory facilities for both male and female employees is an urgent need. The employees of this institution are in many instances wretchedly housed. Fifty men are occupying cells in what is known as the "Red House." The dormitories for men and women employees are old, in some cases lacking in modern conveniences. Comfortable recreation and reading rooms are lacking; and if the morale of the employees is to be raised, some attention to the providing of conveniences for making the off-duty hours pleasant will be necessary. Ample recreation and reading rooms and shower baths should be provided for the several classes of employees, and the "Red House" should be entirely reconstructed.

Water towers are needed upon Wards 2, 11, 15 and Pavilion "F," and upon the men's dormitory building. New roofs, leaders and gutters are needed at the Infants' Hospital building. The roofs of the new buildings need painting. The wooden balconies

upon the men's and women's dormitory buildings should be replaced by iron ones, as they are unsafe, particularly so in the event of fire. New floors are needed in several buildings, and many walls and ceilings should be covered, as soon as expedient, with stamped steel.

The facilities for receiving and storing coal are both extravagant and cumbersome. Coal bunkers should be erected in order to afford the coal some protection from the weather; and in place of hauling by horses and carts from the barge to the coal piles at the lower boiler house, a tram should be erected in order to reduce the labor of handling the coal to a minimum. A single power plant should be erected combining, for economy's sake, the two now in operation. A single laundry, in place of the two now in operation, neither of which is any too well equipped, should be provided. A new greenhouse is also needed.

A gymnasium for those children afflicted with skin diseases should also be erected, in order that these children also may have the advantage of gymnasium exercises.

BELLEVUE AND ALLIED HOSPITALS.

APPROPRIATIONS.

The annual estimate of money needed for the operation of Bellevue and Allied Hospitals, as submitted by the Board of Trustees, is \$736,600.91, which is \$121,800.13 in excess of the amount appropriated for 1905. The \$614,800.78 appropriated for 1905 was supplemented by an additional appropriation of \$50,000, the reasons being the increased cost of maintenance and the furnishing of nurses to care for the 100 additional patients, in the four new pavilions at Bellevue Hospital, as well as to provide for the increase in wages made necessary by the demands of the labor market. It was estimated that \$18,654.00 would be needed at Bellevue Hospital to bring the wages of the lowest grade of employees up to \$20 per month, and \$6,180 for the increase in the number of employees at Gouverneur Hospital. The average daily census for the first six months of 1905 was 1936, which comes close to the 2,000 mark.

The appropriation of \$925,000, with the exception of \$75,000 paid to Messrs. McKim, Mead and White, is available for the erection of Pavilions A and B, for Bellevue Hospital. The contract was let to the John H. Parker Company. A court order secured by another bidder enjoined the Parker Company from beginning the construction of these pavilions until the method of letting the contract was reviewed by the courts. The matter had not been settled at the close of the year.

A number of extraordinary repairs are needed to roof and gutters, plumbing and steam heat in old buildings at Bellevue Hospital, all of which will call for a considerable amount of money. Upon September 18, 1905, the Board of Trustees asked for an appropriation of \$34,335 in order to make extensive alterations and repairs to Bellevue Hospital, as recommended by the Fire Commissioner. The menace to the building and the inmates in the event of fire comes from faulty construction, and the inadequate protection was so alarming, that the request for the above amount was strongly urged. The City Engineer examined the premises with one of the Chiefs of the Fire Department and submitted an amended estimate of \$22,100, which was approved for \$21,100 by the Board of Aldermen, and an order was issued at once authorizing the Comptroller to issue corporate stock for this amount.

BELLEVUE HOSPITAL.

Frequent careful inspections were made during the year of various wards, divisions and departments of the hospital, with the result that all parts of the institution were found to be in an orderly and well-kept condition.

The demands made upon the hospital for the care of patients, the housing and care of employees, the handling of supplies and the transactions of its business, demonstrate the inadequacy of the present plant. With the completion and occupation of Fordham and Harlem Hospitals, and the bringing into service of the enlarged and renovated Gouverneur, the pressure on Bellevue Hospital should be greatly reduced.

One of the chief items of interest during the year was the appointment upon July 13, of Dr. S. T. Armstrong as General

Medical Superintendent of Bellevue and Allied Hospitals. Dr. Armstrong was second on the Civil Service list for hospital superintendents, and is to receive a salary of \$6,000 a year and maintenance. Dr. Armstrong comes well recommended and brings to the administration of the affairs of Bellevue and Allied Hospitals, experience gained both in the army and in hospital work in the west.

Considerable improvement has been made in the reception of patients. During the early part of the fiscal year a male graduate was placed in charge of the records and stretcher carriers. Effort has been made with some little success to secure a better class of men for the stretcher service, but until money is available for increasing the salaries of men on this service, radical improvement cannot be expected. A junior female nurse is on twelve-hour duty to assist the internes with the dressings.

The male alcoholic ward is now under the supervision of a woman graduate nurse, and no scandals of mismanagement or abuse of patients have arisen. The nursing service is in charge of a senior pupil nurse having had eighteen months experience. He is assisted by a junior pupil nurse and a paid hospital keeper. While the whole aspect of the ward is better, it is a difficult ward to manage on account of its constantly congested condition. The census frequently was observed to be double the standing bed capacity. Ideal conditions cannot be expected until adequate quarters are provided in the new buildings.

Four temporary pavilions were erected and put into commission, and the census was thereby increased by 112 patients. The additional space precluded in many instances the necessity for transfers before patients were really ready to be moved. Although the opening of these pavilions provided for an increased number of patients, the building used for the treatment of erysipelas and that in which alcoholic and female tuberculosis patients were cared for will soon have to be vacated, thus creating again the same condition of overcrowding. An epidemic of meningitis having occurred during the year, and Bellevue having received its quota of this class of patients, one of the new pavilions was set apart for the treatment of meningitis. The conditions were favorable for the treatment of the disease in

the pavilion where the maximum amount of fresh air and sunlight is obtained.

A large number of minor repairs were made to the buildings and equipments, and many wards were repainted throughout, but still repairs to roofs, walls and floors are imperatively needed.

In order to provide for the additional nurses whose services were made necessary by the opening of the temporary pavilions, the house at No. 212 East 26th street was leased from August 1st. The building needed alterations and repairs, and was renovated and put in good condition. It will accommodate twenty nurses and it is probable that the probationers will be domiciled in this building.

A new dormitory for male employees was provided by the renovation and repair of the room formerly used as a boiler room, located under the pathological laboratory. Metal ceilings were installed, the building painted throughout, refloored and equipped with a bath room and toilet. Changes were also made in the office of the General Medical Superintendent. The offices of the President of the Board of Trustees, with the employees attached thereto, were relocated.

The need for a pathological laboratory had been keenly felt for years, and during the early part of the fiscal year, light and commodious rooms were set aside and equipped at a cost of about \$2,500. An appropriation of \$5,000 having been made for the employment of a pathologist, the services of Dr. Charles Norris were secured. He is aided in the work by two assistants and various internes on the house staff, as well as by volunteers. Previous to the establishment of this laboratory, there had been no pathological work and there is but little attempted now in the outlying wards. The hospitals afford a wealth of material for original research, and the development of this line of work, with resident pathologists in each outlying hospital, is desirable.

The occupation of a number of buildings on Bellevue Hospital grounds by the General Drug Department, Department of Public Charities, deprives Bellevue of a number of buildings of increasing value, at the time when some buildings will be razed to make way for new ones.

The General Drug Department should be accommodated, in connection with the general stores of the Department of Public

Charities, and separate appropriations should be made in order that Bellevue and Allied Hospitals may purchase their own medical and surgical supplies.

GOUVERNEUR HOSPITAL.

Gouverneur Slip, Corner Front street, New York City.

The work of Gouverneur Hospital has been carried on under great disadvantage during the year because of extensive alterations and the erection of the south wing, which, when completed, will double the bed capacity. The top floors of both the north and south wings have been finished and divided into sleeping rooms with ample bath and toilet facilities. These quarters will be used for the male and female employees. The work of construction has gone on so slowly as to be discouraging. A General Inspector of Construction was appointed, whose efforts did not result in advancing the work any more rapidly, but served to hold the contractor more closely to the specifications and to a stricter accountability for the quality of his work.

The capacity of the wards was necessarily decreased and the census was always considerably in excess of the bed capacity.

The position of housekeeper was discontinued at least until after the opening of the reconstructed Gouverneur.

The isolation and children's wards were closed, and the children so far as possible sent to Bellevue Hospital. When the building is completed, a ward will be provided upon the second floor of the north wing.

All the meningitis patients were removed to Bellevue Hospital on account of lack of room and the treatment was continued very successfully there.

The census is slightly larger than that of last year.

Considerable annoyance is still experienced because of the disturbances made by drunken men who frequent a saloon across from the hospital. Saturday and Sunday nights, the abusive and obscene language and frequent brawls disturb the patients, and offend the sensibilities of the women employed there. Attention has been called in previous reports to this condition, which the Police Department utterly fails to control.

The dietary for patients and employees is that formulated for Bellevue.

HARLEM HOSPITAL.

The census shows a slight decrease over that for the past year, but at the times of inspection, the hospital was overcrowded. Frequently it was necessary to use the isolation ward, even when the cases were not of a contagious nature.

The institution throughout was found to be in good order and clean, and the usual efficiency of management continued.

There has been no change in the dietary, which is the same as arranged for Bellevue Hospital. It would seem advisable that the dietitian for Bellevue should visit the hospital periodically, and keep the dietary and the preparation of food under close supervision.

The medical records of patients have been classified under eight heads and bound into eight volumes. A gift of current medical periodicals and 125 medical works has been made the hospital for the use of internes on service.

The building occupied by the dispensary and used also for some patients and employees was sold and the new purchasers were anxious to obtain possession upon the expiration of the lease, December 1, 1905.

The failure of the contractors to finish the new building has caused considerable concern. The work on the buildings for the power-house, ambulance stable, laundry and electric light plant progresses more rapidly than the work on the hospital proper.

Various excuses are given for the delays, but none seem valid. When completed, the wards will no doubt be as full as those in the old buildings, located, as the new hospital is, nearer the center of the district and affording such accommodation that it will be no longer necessary to send emergency patients to private hospitals.

FORDHAM HOSPITAL.

The work of the hospital has gone along its usual course. The census of patients treated varied but little from that of the preceding year.

The number of different persons treated in the dispensary was materially less than during the previous year, while the number of treatments of old and new cases was 1,166 less, and the number of ambulance calls, 259 less.

At the times of inspection the buildings were found to be clean and in good order throughout.

In order to increase the bed capacity, a Ducker temporary pavilion was erected and furnished. This has accommodation for eleven patients and was devoted to the male medical service. Provision for heating and lighting and providing it with sewer connection was made in order that the building might be used throughout the entire year.

Gratifying progress has been made in the erection of the building for the new Fordham Hospital. The outlying buildings, comprising the Nurses' Home, power plant, laundry, ambulance stable, and employees' quarters, will be finished well in advance of the main building.

The hospital, when ready for work, will be well equipped and will administer to the needs of a large district, which is rapidly becoming populated. The increased facilities which will be provided will preclude the necessity for transfers of cases before the condition of the patient warrants it.

BOROUGH OF RICHMOND.

NEW YORK CITY FARM COLONY.

(Staten Island).

JOSEPH B. PEARCE, JR., *Superintendent*.

Bed capacity, 325; paid employees, 23; number of inmates cared for during year, 687; remaining December 31, 1905, 275.

The work of the New York City Farm Colony has been carried on during the year of 1905 with indifferent success. The census at the colony January 1st, 1904, was 339, while that upon December 31st, 1905, was but 275.

During the year the city acquired the Schmidt farm, which adjoins on the south side the "White property" which was acquired during the year 1903. This property lies high, and a portion of it is level, affording a suitable location for the New York City Tuberculosis Hospital, which it is proposed to locate thereon. Fifteen thousand dollars was paid for this property, together with the buildings, which, however, are of but little value.

The improvements at the colony were of a minor character. A room for chapel purposes was set aside in the wooden dormitory building for women. The water supply being entirely inadequate, two new wells were dug and a new pump installed at the pumping station. The water is drawn away from the artesian wells of the farm by the Commercial Water Company, whose pumping station is located about one mile distant. Immediate steps should be taken to obtain an abundant supply of water from the city service, as the inadequate supply of water and the insufficient pressure constitute a decided menace to the institution, as the buildings would be practically unprotected in the event of fire.

A local telephone system which connects the different departments of the institution with the office has been installed. The stage line between Castleton Corners and the colony has been established. A new bus which will seat twelve has been ordered and regular weekly trips will be made, conveying visitors to the institution each Thursday.

The leaders upon the three new cottages were connected with the sewer system and four large electric arc lights were placed on the grounds, one located in front of the three cottages upon the hill.

A number of repairs were made, the most important being the repairing of cottage "B," which during the summer was struck by lightning.

The farm was well cultivated. The value of the products was stated in the annual report of the Department to be \$14,294.53. The larger portion of this produce was sent to the Blackwell's Island institutions, the remainder being consumed at the Farm Colony. In order that the development of this feature of the farm may be promoted it is necessary that a sufficient number of draft horses and capacious market wagons should be purchased to transfer the produce to the general store or to the institutions and return loaded with goods for the use of the colony and with manure from the stables of the street cleaning department for the enrichment of the soil.

It would appear that more attention has been paid to the outside work than to the care of the inmates, the Superintendent

showing greater aptness at this work than in the internal administration of the colony.

The condition of the dormitories in the brick building for men is satisfactory. The toilet rooms were not kept in as clean and orderly condition as they should have been. The condition of the old stone building in which a number of male inmates are domiciled, chiefly those who are senile or feeble-minded, leaves much to be desired. It was found to be dirty and infested with vermin and used for housing men of just the class who should be cared for in modern sanitary buildings. One room was on one occasion found to be undergoing repairs; walls were being scraped and rewhitened, while the bedding was left upon the beds, and several helpless inmates were domiciled there. This building should be at once abandoned for dormitory purposes, as it is entirely unfit for occupation and should be used for storehouse purposes or shops.

The old laundry building and old superintendent's house, with wagon sheds adjoining, should be removed and rooms prepared in the stone building for a general storehouse and clothing room.

The men inmates of the institution are not provided with suitable day rooms. They are at present using a low ceiling room about 16' x 35' in size. It is located in the basement of the stone building. The cross room at the south end of the ground floor of the men's brick dormitory building might be partitioned off from the dining room and used as a day room until a detached one is erected.

Although cottage "C" has been finished for months and the wards of the City Homes of the Boroughs of both Manhattan and Brooklyn were overcrowded, this building has remained unoccupied.

The main group of buildings lacks sufficient protection in event of fire. Several hydrants should be placed near these buildings and a suitable amount of hose be provided, in order that both the barns and the buildings be better protected in the event of fire.

Attention should be paid by the Departmental Dietitian to the dietary at the farm colony. Although the same raw food supplies are furnished both the main wards and the cottages, the food in the latter is much better and more varied than in the

main wards. This is due principally to the fact that each of the cottages has a separate cook, while one cook prepares in bulk the food for the main wards.

The laundering equipment is entirely inadequate for the needs of the institution. With a bed capacity of about 400, a fully equipped and modern plant is needed. The equipment destroyed by fire has never been replaced.

The Farm Colony has not been developed as consistently and rapidly as it should have been, nor in accordance with the original plan. The site is an excellent one and should be used for the care of the better class of inmates, and as a place for a work test for able-bodied dependents.

There are no hospital facilities worthy of mention for the care of the sick. Rooms are set aside in the men's brick building for the care of male patients who are sick. A new physician is needed, as the present medical attendant, because of his advanced age, is unable to give the sick sufficient and intelligent treatment, and there are no attendants specially trained in the care of the sick. Although the physician makes a daily visit, he is not sufficiently active or versed in the advance of medical science to be of value. A younger visiting practitioner should be appointed.

Attention has been called in previous reports to the inefficiency of the Superintendent. The unsatisfactory condition of the buildings and the lack of proper care of the inmates further evidences the need for a new and better qualified Superintendent.

Late in the year the Board of Estimate and Apportionment appropriated \$800,000 for the New York City Tuberculosis Hospital. This amount was in addition to the \$200,000 already available, and by this action the Board pledged itself to the full amount of \$2,000,000 which will be necessary. The preliminary sketches for the proposed building were approved by the Municipal Art Commission at their meeting December 12. Opposition to the erection of the hospital in the Borough of Richmond was voiced at public meetings by some citizens of the Borough and in the public press. A hospital for the isolation and care of persons suffering from tuberculosis is greatly needed. The Staten Island location may not be the most favorable for a sanatorium, but a hospital should be erected without unnecessary delay.

REPORT
ON THE
**PUBLIC CHARITABLE INSTITUTIONS OF THE
BOROUGHES OF BROOKLYN AND QUEENS, IN THE
CITY OF NEW YORK.**

REPORT ON THE PUBLIC CHARITABLE INSTITUTIONS OF THE BOROUGH OF BROOKLYN AND QUEENS.

To the State Board of Charities:

Your Commissioner from Kings County respectfully submits herewith the inspector's report upon the New York City Home for the Aged and Infirm, Brooklyn Division, and upon the other public charities in the Boroughs of Brooklyn and Queens.

Respectfully,

JOHN NOTMAN,

Commissioner for Kings County.

NEW YORK CITY HOME FOR AGED AND INFIRM, BROOKLYN DIVISION.

DR. JOHN F. FITZGERALD, *General Medical Superintendent.*

Bed capacity, 1,430; paid employees, 62; medical staff, 17; number inmates cared for during year, 4,396; number inmates remaining December 31, 1905, 1,479.

During the year there have been made to this institution many improvements which affect both the City Home and Hospital divisions. A new and complete heating and lighting plant with a conduit system was put in operation. A new storehouse and refrigerating plant and new stables were erected. The improvements which affect the almshouse were limited to the glass-enclosed, iron fire-proof balconies erected upon the west side of the women's building, and a considerable amount of painting, the placing of steel ceilings, and minor repairs.

Increased dormitory facilities are needed for the accommodation of both men and women.

A domestic and service building, to contain kitchen and dining rooms for inmates as well as for employees, should be erected. At present the food has to be taken from the detached kitchen to the dining rooms which are located in the basements of the men's and women's buildings. The rooms used for dining room purposes have low ceilings and are half below the ground, and when filled to their capacity are both uncomfortable and unsanitary. The present dining rooms are too small to seat

the full population, two tables being required, which adds greatly to the work and necessitates many of the inmates waiting out of doors for their turn. With the erection of a domestic building these basement rooms could be freed for other purposes.

The clothing-house is entirely inadequate for the demands made upon it and is not kept clean. The clothing gets dusty, and much of it must needs be stowed away in bundles and returned to the discharged inmates badly wrinkled.

The employees' kitchen is unfit for the purpose, being ill-ventilated and on this account the heat during the summer months is well-nigh unbearable.

In the main, the buildings were in a very satisfactory condition of cleanliness and order. Under the supervision of the dietitian and the constant surveillance of an assistant the food for the inmates is well prepared and the dietary varied.

The inmates seemed warmly clad during the cold months, although the clothing seems poor.

The chronic cases among the men and women are cared for in rooms set aside from the ordinary wards; the neurotic cases in a separate building, the men upon the main and the women upon the second floor.

In all the hospital wards there was an excess at the time of one inspection in November. These hospital wards are under the supervision of the house staff of the hospital.

A fire-proof stairway with elevator shaft, elevator and fire-proof landings, is needed in both dormitory buildings.

Both trained nurses and hospital helpers are needed to assist in the care of the sick. Although the census of the hospital wards has increased, there has been no increase in the number of the employees for two years.

KINGS COUNTY HOSPITAL.

CLARKSON STREET, FLATBUSH, BROOKLYN, NEW YORK CITY.

DR. JOHN F. FITZGERALD, *Superintendent*.

Bed capacity, 669; paid employees, 199; medical staff, 17; number of patients cared for during year, 9,905; remaining December 31, 1905, 559.

Conditions have improved at this hospital by the new heating and lighting plants, the conduit system, the general storehouse and refrigerating plant and the stables. A coal shed adjoining the new boiler house is nearing completion. This, when completed, will be a valuable adjunct, protecting from the weather the coal supply. Work was also in progress upon the new retorts for the refuse crematory.

The work on the isolation building progressed but slowly. An epidemic of measles might have been checked had a building of this character been projected sooner. However, it will prove of great assistance in lessening the danger from contagious diseases in the future.

The extension of the porch and the minor repairs to the nurses' home were completed. A new nurses' home should be constructed, one which should have ample accommodations for the nursing staff of this hospital and for those branch hospitals that are furnished with nurses from the training school. Such a home should have class rooms, a dietary department, a laboratory for clinical work, single rooms for the nurses and ample recreation rooms.

Additional hospital facilities are needed for the Boroughs of Brooklyn and Queens, and with the rapid development of the outlying districts the demand will be keenly felt before adequate facilities can be provided. An appropriation has been made for the new Bradford Street Hospital, as well as for the Coney Island Hospital, but this will not fully meet the demand spoken of. The districts of Jamaica and Long Island City are wholly unprovided for, and need hospitals that will cost at least \$200,000 each. An addition to the Cumberland Street Hospital is also needed and the hospital projected for Bradford Street is entirely too small for the purpose.

Contracts have been let for the reconstruction and renovation of the old tuberculosis hospital, which was vacated during the year. It is proposed to devote this building to the care of the children.

The inadequate quarters and improper isolation of those children having infectious or contagious diseases has been a matter of criticism for a long time. The new building will not provide

any larger quarters, but will permit of a better classification, better facilities for isolation and an entire separation of the children from the adult inmates.

Dormitory facilities for both men and women employees is an urgent need. The one-story wooden pavilions used for employees' quarters are low, with the floors too close to the ground, rendering them unsanitary. Neither the men nor the women employees are provided with suitable rooms for rest and recreation.

A new morgue is needed immediately, as the building is dilapidated and the capacity far too small. The autopsy room is also lacking in ordinary requirements and is in too public a place. These buildings are a disgrace to the city and should long ago have been replaced by a building with a capacity for at least thirty bodies, a mortuary chapel, autopsy room and laboratory.

The wards throughout the hospital were found to be clean and the floors and toilet rooms practically free from unpleasant odors.

The construction of the main building, exclusive of the wings, is unfortunate. With passage corridors at either end of the wards, direct sunlight and free circulation of air are impossible. The constant passage of patients and employees necessarily creates a disturbance.

Some improvement in the classification of children was made during the year, as it was found that a number with skin diseases were domiciled in Ward No. 16 for women, devoted to genito-urino cases. Children and adults were kept together in Ward No. 18, where the patients were suffering from various diseases, viz., acute typhoid pneumonia, phthisis, whooping cough and diseases of the eye. A transfer of a number of these cases was made to the Randall's Island Hospital, Asylums and Schools.

An increase in the nursing force which will permit the substitution of female for male nurses when desirable is needed. In order that the supervision of the nurses and orderlies may be more thorough, a supervising nurse and five graduate nurses should be employed.

The construction of the kitchen in the domestic building is faulty. The present ventilating skylight and the hood over the range are insufficient to carry off the heat, which is intense during the summer months. The windows should have been carried

to the ceiling, to permit of a more rapid and a more free circulation of air. Electric exhaust fans should be installed as a temporary expedient. A concrete passageway should be erected to connect the basement dining room of the domestic building with the main building. This dining room is used by male convalescent patients who must needs pass lightly clad through the open air in all kinds of weather. A well-kept dietary kitchen, in which may be prepared by the nurses many of the special diet articles used in the hospital, should be provided. Much of this work is done by the regular cooks in the main dining-room.

It would be advisable to equip the elevator in the main hospital with electricity in place of water as the motive power. The hydraulic elevators are unreliable and unsatisfactory.

An addition to the laundry building is needed. A second floor should be added at least to the front portion to provide an ironing room which will be abundantly large and airy. The room at present occupied by the ironers is needed for the sorting, folding and temporary storage of linen and underclothing.

CUMBERLAND STREET HOSPITAL.

105 Cumberland Street, Brooklyn.

DR. C. B. BACON, *Superintendent*.

Bed capacity, 217; paid employees, 72; medical house staff, 6; number patients treated during year, 2,796; remaining December 1, 1905, 190.

The census at this hospital has been heavy, keeping well up to the bed capacity. This hospital is located in a thickly settled portion of the city, and the bed capacity should be increased by the addition of a wing equal in height to the present building for the accommodation of patients and providing administration quarters in a separate building for officers, staff and employees and nurses' home. More ground is available on either side.

A domestic building which should contain the general kitchens, dining rooms for convalescent help and all employees, as well as storerooms and ice boxes, should be erected.

A power and heating plant are also a necessity, as the boilers are in the cellar of the building. The building is not fire proof, nor is this location of the boilers safe, as was demonstrated by the fire which recently occurred in the basement.

The location of the laundry is a poor one, the employees in that department being obliged to work in dark and ill-ventilated rooms. The number of patients remaining at this hospital on the first of January, 1905, was 185. Two thousand six hundred and eleven were admitted and there remained on the 31st day of December, 1905, 190 patients.

A number of notable improvements were made, the most noteworthy being a roof garden which was constructed upon the hospital roof, where patients may spend a portion of the day during seasonable weather.

The rear of the hospital grounds has been inclosed by an ornamental brick wall and iron gates. Tile floors have been laid in the corridors and in some of the rooms upon the ground floor. The stable and morgue have been completed and a new fire-proof elevator shaft and stairway have been constructed in the rear wing and the elevator equipped with electric power. Ambulance cases may be taken to the various floors by means of this elevator without passing through the main hallway.

The buildings need painting and a number of new floors, as well as an extension of the metal ceilings. Otherwise they are in a good condition of repair. The floors are, as a whole, well dressed, the walls well painted, and the storerooms and supply closets in good order. The kitchen is small for the amount of work required of it. The food for both the patients and the employees, excepting the chief of staff and the nurses, is prepared in it. The ceiling is low and the room difficult to ventilate. It is insufferably hot in the summer, which condition should be relieved by the installation of electric exhaust fans.

The wards throughout were found to be clean, the linen and medicine closets in good order, the beds clean and the nurses seemed attentive to their duties.

The dietary is based upon that in use at the Kings County Hospital. The housekeeper has charge both of the regular dietary and the preparation of the special diet, with the exception of the

eggs and toast, which are usually prepared in the wards. Dietary sheets are prepared each day by the nurses in charge from the doctor's order, and are summarized upon a blank and sent to the kitchen. The dietary of this hospital should be in charge of a subdietitian, under the direction of the dietitian at the Kings County Hospital. A separate dietary kitchen in which may be prepared by the nurses some of the articles of special diet is needed. The lectures on dietetics which form a part of the course of training of the pupil nurses are given by Mrs. Aldred, dietitian at the New York City Home for the Aged and Infirm, Blackwell's Island.

Increased appropriations have been asked for in order that the working force may be increased. Inasmuch as there has been no increase in the number of employees in the last two years and the census has increased, the request is a reasonable one. A driver, laundress, waiters and additional hospital helpers are needed. One more supervising nurse is needed in order that a closer supervision may be maintained over the work of the pupil nurses and a graduate nurse in the operating room.

BRADFORD STREET HOSPITAL.

109 Bradford Street, Brooklyn.

MISS ADA NEWBOLD, *Supervising Nurse*.

Bed capacity, 8; employees, 7; medical house staff, 2; number of patients cared for during the year, 94; remaining December 31, 1905, 1.

Some minor repairs but no improvements of note have been made at this hospital during the year. The sum of \$50,000 is available for the erection of a new hospital. A site was finally chosen at the corner of Bradford street and Dumont and Miller avenues, facing Linton Park. This plot, 200x280 feet, was recommended to the Board of Estimate and Apportionment for purchase and approved by them at a meeting held July 14, 1905. The Comptroller was authorized to enter into a contract for the accession of the property, for which an appropriation of the sum of \$37,000 was made. Plans were prepared and sub-

mitted to the Municipal Art Commission and disapproved. Changes were made and the plans again submitted.

The dispensary service has been very heavy; but the rooms used for this branch of the service are entirely inadequate. A temporary structure is needed in order that the patients may be made more comfortable during the period of waiting their turn for treatment.

The hospital was clean and in good order throughout. Considerable improvement can be made in the order and cleanliness of the stable, which is a detail under the control of the supervising nurse. A regular driver for the ambulance should be provided, in place of a man from the hospital-helper grade, who is irresponsible and difficult to control.

CONEY ISLAND RECEPTION HOSPITAL.

Surf Avenue, near Ocean Avenue.

Number of beds, 10. Number of employees, 8. Medical house staff, 1. Number of patients cared for during the season from April 15 to September 30, 1905, 71.

With the increase of permanent population in this locality the necessity for increased accommodations and facilities was demonstrated during the year. The Board of Estimate and Apportionment appropriated \$100,000 for the erection of a hospital for convalescents at Coney Island upon the Ocean Parkway. About 25 acres of land owned by the city were assigned to the department for hospital purposes. Plans were prepared and submitted to the Municipal Art Commission and the design and location approved by them.

At the time of visits made to this hospital the building was found to be in good order and clean. Many repairs were needed in order to put it in proper condition for hospital purposes. Some floors should be covered with linoleum. The quarters for the internes and male employees were in bad repair and afforded poor accommodations. The grounds were unsightly and care should have been taken to make them attractive. Sufficient space is

available for a number of tents in which those patients, both young and old, who would be benefited by the open air and salt breezes should be cared for. A number of such patients are in the Kings County and Cumberland Street Hospitals. The cost of the erection of tents would be comparatively small and the benefit great.

Respectfully,

C. C. LATHROP,

Inspector.

REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE SECOND
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE SECOND JUDICIAL DISTRICT.

To the State Board of Charities:

The Commissioner from the Second Judicial District presents the following report on the condition of the almshouses and public charitable institutions of his district, based on personal visits, and the reports of the Board's inspectors:

The general management of these institutions has been satisfactory during the past year. It is to be regretted, however, that in many instances the suggestions of the Board as to improvements are unheeded by the Boards of Supervisors, and changes or additions involving quite as great an expenditure are undertaken.

A case in point is the new hospital in Rockland County, now in course of erection and upon which some \$10,000 is said to have been already expended, while the almshouse has so inadequate dormitory capacity that it is frequently necessary to put two occupants to a bed, and many of the male inmates have but a single room in which to sit, smoke and sleep. The almshouse proper—a three-story brick building—has no outside fire escape of any description. Improvements in these respects would appear to be of greater necessity than so extensive and so expensive an hospital.

The system pursued by Nassau County of boarding out their poor and defective is not a desirable one, especially so since the town institutions to which they are sent are antiquated and ill appointed for the care of the sick. The county ought to have an almshouse properly constructed on modern principles, and better adapted to its purpose than the institutions to which its dependents are now committed.

Extracts from the inspector's regular reports follow:

DUTCHESS COUNTY ALMSHOUSE, MILLBROOK, N. Y.

There are four two-story brick buildings, grouped on the New York Cottage plan, administration, service, men's dormitory and women's dormitory.

No improvements of note have been made.

NEEDS.

1. Outside fire escapes. 2. A steam laundry. 3. Employment of an institution cook. 4. New hay and cow barns. 5. Fire hydrants and a hose reel. 6. Occupation of hospital departments, with nurse. 7. Painting of plastering. 8. The Board's record of inmates should be kept up.

ORANGE COUNTY ALMSHOUSE, ORANGE FARM, N. Y.

A detached cottage has been erected for the residence of the County Superintendent of Poor. It is not yet occupied. One dozen dry powder chemical extinguishers have been purchased.

NEEDS.

1. A safer lighting system. 2. Forced ventilation. 3. Mangle and steam drying racks for the laundry. 4. A reel for fire hose. 5. Outside iron fire escapes. 6. A detached hospital building, with nurses for both sexes. 7. Additional employees. 8. Renovation of "Annex" or small stone building. 9. A modern institution kitchen.

PUTNAM COUNTY ALMSHOUSE, CARMEL, N. Y.

This almshouse is a three-story frame building. A detached cottage is used for isolation of contagious and serious chronic cases of disease among the male inmates. Interior renovation is needed in both buildings. There is no Superintendent of Poor in this county.

No improvements of note are reported.

NEEDS.

1. A safer lighting system. 2. Outside iron fire escapes. 3. A reservoir of water giving good pressure for fire protection, with hydrants, standpipes and hose. 4. Sanitary bath and toilet accommodations in the detached cottage. 5. An attendant for men.

ROCKLAND COUNTY ALMSHOUSE, VIOLA, N. Y.

There are three brick buildings. The residence building for officers contains the general service department and women's dormitories. It is three stories high. The men's dormitory building has three stories. The new hospital building is a two-story brick structure nearly ready for use. It is located behind the other buildings.

In addition to expending \$10,000 for the new hospital building, the sum of \$2,000 has been laid out in repairs to the interior walls and floors of the men's building.

NEEDS.

1. A service building connected with the dormitories by corridors. 2. Increased water supply under good pressure for fire protection. 3. A safer lighting system. 4. Shower baths for men. 5. The indoor flush water closets in women's building should be used, and sanitary closets be provided in the men's building. 6. Steam power laundry. 7. Closing of cesspool near new hospital. 8. Better fire protection. 9. Fire escapes on both buildings. 10. Additional helpers for farm and housework. 11. Completion of third floors of both buildings. 12. Competent nurse for the hospital.

SUFFOLK COUNTY ALMSHOUSE, YAPHANK, L. I.

The almshouse occupies a large three-story frame building, with attic and cellars, and two rear extensions two stories high. The building is in excellent repair. A detached two-story hospital building is in the rear. The buildings are well painted and the grounds are attractive.

NEEDS.

1. A safer lighting system. 2. Shower baths. 3. A steam laundry. 4. Flush water closets and sewage disposal plant. 5. Improved fire escapes and fire drill established.

WESTCHESTER ALMSHOUSE, EAST VIEW, N. Y.

The almshouse occupies a series of stone and brick structures two stories high with basement. A detached dormitory building

is two and one-half stories high. The main hospital building is three stories high, with basement. The tuberculosis hospital, two stories high, is to the left of the other buildings. It has a separate rear department for other contagious diseases.

NEEDS.

1. Elevator in Hospital No. 1. 2. Balconies for convalescents on second and third floors of hospital No. 1. 3. A morgue. 4. Electric lights throughout almshouse. 5. Improved mixer for shower bath. 6. Porcelain tubs in women's bathroom; new urinal in basement toilet. 7. A sterilizer and additional wash wheel. 8. Removal of old sheds and barns, which are too near the residence buildings. 9. Removal of the insanitary cells used for punishment. 10. Better accommodations for maternity and nursery departments. 11. Fire escapes on dormitories occupied above the second floor.

NASSAU COUNTY POOR.

The county poor of Nassau County are, when dependent, boarded by contract with the town almshouses at Hempstead and East Norwich. The defective classes are kept at the Brunswick Home at Amityville. These charges are under the care of Charles T. Gill, Superintendent of Poor, and of the officers of the institutions where they are boarded.

Two county charges are boarded at the Hempstead Town Almshouse, and five at the North Hempstead and Oyster Bay Almshouse at East Norwich.

These public dependents were visited in connection with the regular inspections of these institutions. They are well cared for, but at considerably greater per capita expense to the county than would be the case if the town and county poor alike were cared for at one institution instead of two. The fixed expenses of supervision and maintenance are doubled by having two institutions, while the smaller territory supporting each causes the expense of maintenance to be more keenly felt by the taxpayers. Such a county almshouse would care for from 60 to 100 inmates at less per capita expense and with considerably more efficiency than is now the case.

HEMPSTEAD TOWN ALMSHOUSE, HEMPSTEAD, N. Y.

The institution is located about three miles from Hempstead, and occupies a three-story frame building. Two detached cottages are used for isolation of cases of contagious diseases and of senility. That for the latter class is not fit for use. The other buildings are in good repair.

NEEDS.

1. Additional hose for fire use. 2. Extension of stair fire escapes to the ground. 3. Abandonment of the "annex" for dormitory purposes. 4. Repairs to barns and outbuildings. 5. A safer lighting system. 6. Equipment and use of the shower baths.

**NORTH HEMPSTEAD AND OYSTER BAY TOWN ALMSHOUSE,
EAST NORWICH, N. Y.**

This almshouse occupies a two-story frame building with basement and attic, and is located about four miles from Oyster Bay. The building is in good general repair.

This almshouse is known also as "Jones Institute."

NEEDS.

1. A better water supply for fighting fire. 2. A central heating plant. 3. A safer lighting system. 4. A better class of assistant helpers. 5. New beds and chairs. 6. A better dietary. 7. Compliance with section 138 of the Poor Law relating to records.

NEWBURGH CITY ALMSHOUSE, NEWBURGH, N. Y.

The group of attached buildings are built of brick and are two or two and one-half stories high. They are in good repair and include the administration building, main building, men's dormitory and women's dormitory. The late improvements are of minor importance. The equipment of the almshouse is generally good, except that adequate facilities are wanting for the care of the sick.

NEEDS.

1. A detached hospital building. 2. Nurses for the sick. 3. A steam power laundry. 4. Shower baths for the men. 5. The State Board of Charities' record of inmates should be kept, as required by law.

POUGHKEEPSIE CITY ALMSHOUSE, POUGHKEEPSIE, N. Y.

There are three principal buildings built of brick, three stories high, with basements. A detached laundry building and greenhouse are in the court formed by the main buildings. The buildings are all in good condition. The only recent improvement is interior painting and renovation of walls.

NEEDS.

1. Fire escapes on all the buildings. 2. A metal sterilizer. 3. A new stock barn.

SUFFOLK COUNTY CHILDREN'S HOME, YAPHANK, N. Y.

This institution is under the management of the Superintendent of the Poor, William Hirsch, who lives at Lindenhurst. The building is a three-story frame structure in good repair, and well adapted to the needs of the children. The equipment has lately been extended to include fire escapes, spray baths, dormitory permits, suitable record books, arrangement of clothing store-rooms and some new furniture. The main provisions of the Public Health Law are complied with.

NEEDS.

1. Better fire protection and means of escape, including fire drills. 2. A safer lighting system than kerosene oil. 3. Better furnishing of the school room for instruction. 4. Better equipment for play and reading rooms. 5. Additional helper to care for the youngest children. 6. Isolated rooms for quarantine.

CHILDREN'S HOME OF ORANGE COUNTY, MIDDLETOWN, N. Y.

The home is in Middletown and occupies a two-story brick building, with a frame two-story extension. Recent improvements include introduction of electric lights.

NEEDS.

1. Compliance with Public Health Law. 2. Interior standpipes, exterior fire escapes and fire drills. 3. An addition to the building for hospital and quarantine. 4. Additional charts, maps and supplies for the school. 5. Discarding all double beds.

CHILDREN'S HOME OF THE CITY AND TOWN OF NEW-
BURGH, NEWBURGH, N. Y.

The home is on High street in the city of Newburgh and occupies a three-story brick building, covered with concrete. Recent changes include the establishment of a sewing class under the direction of voluntary helpers, who also plan to have frequent excursions for the instruction and entertainment of the children. It is also planned to purchase suitable pictures and ornaments and additional furniture for the home to add to its attractiveness.

NEEDS.

1. Better fire protection, including standpipes with attached hose, liquid chemical extinguishers, establishment of a fire drill. 2. The fire escapes should extend to the ground and should be inclosed with a heavy wire screen. 3. Additional furniture, including pictures, books, rugs, tables and games, to impart a home-like air to the home. 3. Compliance with all the provisions of the Public Health Law. 4. Single beds for the dormitories. 5. Individual toilet articles for each child.

Respectfully submitted,

AUGUSTUS FLOYD,

Commissioner.

REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE THIRD
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE THIRD JUDICIAL DISTRICT.

To the State Board of Charities:

The almshouses of the Third Judicial District, including one for each county, the Kingston City Almshouse and the Poor Department of the Marshall Sanitarium at Troy, have been visited by the undersigned Commissioner of the district, and have received the statutory inspections by the almshouse inspectors of the Board.

The Marshall Sanitarium at Troy has acted upon the advice of the State Board of Charities, and closed its Poor Department (November 1, 1904).

Upon the removal by the Governor of Superintendent Sammons of Ulster County, Mr. C. L. Van Orden was appointed Superintendent of the Poor. He began his duties August 1, 1905.

The completion of the new building for women and the new administration building, the remodeling of the men's building and the installation of the new systems of heat, light, water and laundry have been hastened. The work except in the men's buildings, is nearly done, and all the buildings are now being used. The improvement in every direction is very apparent. The new keeper, Mr. J. W. Haines, has occupied the position before, and is well spoken of by the older inmates. The pay-roll has been considerably shortened, although, so far, no officers or employees have been changed except the Superintendent and keeper.

Further improvements will include the building of a new ice house and cooler; also a yard for women and the removal of the bakery to a new site adjoining the power building.

IMPROVEMENTS IN OTHER ALMSHOUSES.

In nearly all the remaining institutions of the district important changes, improving the equipment of the almshouses, have been made.

In Albany County, the improvements include the painting of the roofs of the dormitory and hospital buildings, a new high

pressure boiler for kitchen and laundry purposes, an additional story on the cow shed, furnishing of wards 5 and 6 in the hospital, and of four additional isolation rooms for patients, equipment of an altar for Catholic services in the chapel, and other repairs of minor importance.

The barns are in bad condition and \$3,200 has been appropriated for a new horse barn and the renovation of the old one.

In Columbia County, the recommendations of the Board for a safer lighting system have been adopted, and electric lights have been installed with service from Chatham. New hose has been purchased for the interior standpipes.

The need for exterior fire escapes is to be urged upon the Board of Supervisors this year. They will probably be provided.

Greene County has made several improvements; repainting all the buildings outside, ceiling several halls and dormitory rooms in hard pine, providing roller shades and window screens throughout, and installing a rotary washer run by water power.

The roofs of the buildings are to be painted and electric lights are being considered.

In the Kingston City Almshouse the steam-heating apparatus has been overhauled and a regulation fire hydrant has been placed at the corner of the building. Hose will be purchased for this, so as to avoid the necessity of waiting for the City Department to respond to calls. The interior walls are to be repainted.

Rensselaer County has installed two new boilers, which have failed to work properly. They are being overhauled. A new floor is laid in the kitchen. The recommendations of the Board for better hospital facilities and a more reliable attendant for the sick men, and for a larger supply of milk and butter for the inmates have not been adopted.

Schoharie County has changed its administrative officers, and no improvements have been made as yet. The recommendations of the Board for a cottage for the isolation of contagious diseases, for a storage room for clothing, a shower bath for men, and for a flush closet and bath in the superintendent's rooms will be brought before the Board of Supervisors this winter.

In Sullivan County, the springs furnishing the water supply have been relaid in cement and a small reservoir built. Tran-

soms have been opened to the halls of the men's building from each room.

Thus, it will be seen there has been considerable improvement in the general condition of the several almshouses of the district, with such further improvements planned as will place most of the institutions in excellent condition for the care of the dependent poor.

TRAMPS AND VAGRANTS.

Most of the counties have discontinued the reception of wayfarers, and attempt to discourage the commitment of vagrants by magistrates to the almshouses. Both tramps and vagrants are disorderly elements in an almshouse, and their presence is a great annoyance to the other inmates, an additional burden on the officers, and an imposition on the taxpayers, whose contributions for the dependent poor are thus diverted to the maintenance of professional idlers, almost always able-bodied, but rarely, if ever, searching for work. The abolition of the "tramp house" or "tramp room" at the almshouse in the counties which have discontinued it, has not been followed by the evils which are often urged as a reason for a continuance of the practice. In one county, Schoharie, one hundred and three wayfarers were entertained for an average of 48 hours during the period from January 1st to April 30, 1905.

SUMMARY OF INSPECTION.

ALBANY COUNTY ALMSHOUSE, ALBANY, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates	181	63	244
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	1	0	1
Number of deaf-mutes	1	2	3
Number of feeble-minded	0	1	1
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over 70 years	29	23	52

The chief criticism to which this almshouse is open is the employment of inmate cooks, who do not give a well varied diet to

the inmates; and the employment of inmate nurses in the hospital, where skilled nurses are needed.

The principal needs are:

1. New dormitories for men. 2. Fire escapes on all dormitories. 3. Exterior painting of dormitories and hospital. 4. A larger dairy. 5. Trained nurses for the hospital. 6. An institution cook, and more varied dietary.

COLUMBIA COUNTY ALMSHOUSE, GHENT, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	77	37	114
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	0	2	2
Number of deaf-mutes	0	1	1
Number of feeble-minded	11	6	17
Number of idiots	1	1	2
Number of epileptics	1	1	2
Persons over 70 years	30	17	47

The almshouse is pleasantly located near the village and both the grounds and buildings are well kept and thoroughly equipped, with the single exception of providing exterior means of escape in the event of fire. The inmates are well fed and clothed.

The needs are:

1. Fire escapes on the ends of the main building.

GREENE COUNTY ALMSHOUSE, CAIRO, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates	38	32	70
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	0	2	2
Number of deaf-mutes	1	0	1
Number of feeble-minded	2	3	5
Number of idiots.....	0	0	0
Number of epileptics	1	1	2
Persons over 70 years	17	9	26

This institution is a model of neatness. The buildings are in good repair. There are no accumulations of unused clothing or waste material to be found in any of the dormitory rooms. The cellars are well stocked and clean. The inmates are contented and well cared for.

The needs are:

1. A safer lighting system (contemplated). 2. A steam laundry. 3. Repairs to steam-heating plant. 4. Fire escapes and liquid chemical extinguishers. 5. Shower baths. 6. A detached frame cottage for isolation of contagious diseases.

KINGSTON CITY ALMSHOUSE, KINGSTON, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates	31	21	52
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	2	0	2
Number of deaf-mutes.....	0	0	0
Number of feeble-minded	1	2	3
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over 70 years	14	13	27

Aside from the needs noted below this almshouse lacks little in the matter of equipment. Ample appropriation is made for assistants and under competent resident supervision, all the departments should be well managed. The keeper should have the direction of all the resident employees, including authority to discharge the incompetent. The hospital for men is especially neglected by the man employed to nurse the sick. Other departments are not well conducted. Each employee is a law to himself as to the amount of work to be done.

The needs are:

1. A detached county hospital and resident nurses. 2 A silo, and enlarged dairy herd. 3. Brass nozzles for standpipe hose to replace those stolen by inmates.

SCHOHARIE COUNTY ALMSHOUSE, NEAR MIDDLEBURGH, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates	19	10	29
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	0	0	0
Number of deaf-mutes.....	0	0	0
Number of feeble-minded	0	1	1
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over 70 years	5	3	8

This is a well conducted institution. The rooms are kept clean and the beds are well made. The food supplies are good, though prepared, perhaps, with too little variety, owing to the lack of a competent cook. Inmates do the cooking.

The chief needs are:

1. An isolation cottage for infectious diseases. 2. Storage rooms for clothing. 3. Shower bath for men. 4. A competent cook.

SULLIVAN COUNTY ALMSHOUSE, NEAR MONTICELLO, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates	25	19	44
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	0	1	1
Number of deaf-mutes.....	0	0	0
Number of feeble-minded	1	1	2
Number of idiots	5	0	5
Number of epileptics	2	1	3
Persons over 70 years	8	6	14

The inmates speak well of the care received. The rooms in the main dormitories are clean and comfortable. The quarters for chronic cases of disease among the men are not suitable. The building is old and beyond repair, and the rooms are not at all suitable for the proper care of these cases.

The needs are:

1. A new laundry building and steam laundry machinery.
2. New quarters for isolating chronic diseases.
3. Removal of old buildings.
4. A safer lighting system.
5. Better fire protection.
6. Ventilators through the roof in the men's building.
7. Storage room set aside for clothing.
8. A telephone.

ULSTER COUNTY ALMSHOUSE, NEAR NEW PALTZ, N. Y.

CENSUS.

	Males.	Females.	Total.
Number of inmates	60	26	86
Children under 2 years	0	1	1
Children between 2 and 16	0	0	0
Number of blind	0	0	0
Number of deaf-mutes.....	0	0	0
Number of feeble-minded	4	6	10
Number of idiots.....	0	0	0
Number of epileptics	0	0	0
Persons over 70 years.....	34	11	45

The present condition of this almshouse and the improvements recently made and contemplated have been referred to above.

Further needs are:

1. A detached hospital building.
2. Outside iron fire escapes.

Respectfully submitted,

SIMON W. ROSENDALE,

Commissioner Third Judicial District.



REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE FOURTH
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE FOURTH JUDICIAL DISTRICT.

To the State Board of Charities:

The Commissioner for the Fourth Judicial District presents the following report on the condition of the almshouses of his district:

These have been visited by the Commissioner and the Superintendent of State and Alien Poor, and inspected by the Board's almshouse inspectors.

CLINTON COUNTY ALMSHOUSE FIRE.

The most important change in almshouse conditions in the district is in Clinton County, where the almshouse building was completely destroyed by fire in the early morning of May 11, 1905. The equipment of this almshouse with suitable appliances for fighting fire, as repeatedly urged by this Board, would doubtless have saved this property to the county. Plans for a new almshouse arranged on the New York State cottage plan have been approved by the State Board of Charities, and the erection of the buildings will be hastened. Adequate arrangements for the temporary care of the inmates have been made.

GENERAL CHARACTER AND CONDITION OF THE BUILDINGS.

Five of the ten counties in the district have almshouses arranged on the New York State cottage plan. These are Fulton, Montgomery, Schenectady, Washington and (the planned) Clinton County Almshouses. The others have two- or three-story buildings constructed at an earlier date, having wings or annexes and, in some cases, detached buildings for the inmates. All the latter, except that of Warren County, are built of brick. Saratoga, Schenectady and Washington Counties have well equipped detached hospital buildings.

The general condition of the almshouses as to repair is excellent.

The valuation of the buildings in the counties of smaller population is from \$30,000 to \$50,000. It is \$75,000 in Saratoga and

St. Lawrence Counties, and \$150,000 in Schenectady County. Warren County has as many inmates as the other smaller almshouses of the district. The general population of the county is about three-fourths as many as the average of the other similar counties, yet the valuation of this almshouse is estimated at only \$12,000.

FARM PROPERTY.

With the exception of Schenectady County, where the almshouse is situated in the city of Schenectady, each county almshouse is located on a productive farm, ranging in size from 87 to 430 acres, and affording dairy and garden products at low cost for the inmates, as well as offering an opportunity of employing the labor of such inmates as can do some outdoor work. This not only reduces the cost of maintenance, but elevates the condition of the inmates who are not helpless, by affording them the opportunity for work and partial self-support.

IMPROVEMENTS.

Not many improvements have been made since my last report. Those planned for Clinton County have only been commenced.

Essex County has provided some new interior furnishings in the kitchen and toilets.

Saratoga County has laid a cement flagging in the central court and made some purchases of furniture.

Schenectady County has added a fountain to improve its grounds.

Washington County has remodeled a detached brick building and equipped it for hospital purposes, and has appropriated \$2,000 to be expended in furnishing a water supply for all purposes. The barns have also been newly painted.

The other counties have made no improvements save ordinary repairs.

WATER SUPPLY.

Too much emphasis cannot be laid on the importance of having an adequate supply of water under good pressure, for all purposes.

The counties of Essex, Montgomery, Saratoga, Schenectady and Warren have adequate water supply under good pressure.

Washington County is now building a good reservoir.

Franklin, Fulton and St. Lawrence Counties lack water under sufficient pressure for fighting fire, though their other needs for water are fully supplied.

It is obvious that tanks located in the attic do not afford enough pressure.

BATHING.

This sanitary matter is well attended to throughout the district. Tubs with hot and cold water connections are provided for the infirm in all the almshouses, while the larger institutions and some of the smaller ones have introduced shower baths for those able to stand. The spray or shower bath is especially to be commended for its thoroughness, the ease and rapidity of bathing a large number of inmates, and its cleanness. Montgomery, Saratoga, Schenectady and St. Lawrence Counties have provided shower baths.

LIGHTING.

Four of the almshouses are lighted by electricity, namely: Franklin, Fulton, Saratoga and Schenectady. The others still use kerosene oil lamps. The buildings are poorly lighted, and, in view of the feebleness and deficient mentality of the inmates, they are exposed to grave danger of a conflagration.

Where electricity is not feasible, acetylene or carbureted hydrogen gas should be used. Under conditions of competent installation and reasonable care in use, either of these methods will prove safe and satisfactory.

VENTILATION.

Conditions as to ventilation are apt to be poor in institutions of this character. Doors, windows and transoms are not sufficient, particularly in cold weather, when the inmates promptly close windows and transoms as fast as they may be opened. The best means is to supply ingress of warmed pure air in connection with the steam radiators, and to withdraw the impure air by means of a forced draught by heated stacks or by the fan system. In the smaller almshouses the least that can be done is to provide several metal flues leading from the dormitory rooms through the roof.

FIRE ESCAPES.

St. Lawrence County has the only almshouse in this district where suitable means of exit have been provided for the event of fire. The Franklin County three-story building especially requires them, but each of the others, though only two stories in height, should be provided with outside iron stair escapes. Many of the inmates are too feeble to assist themselves, and the others might easily be cut off from the interior stairways by smoke or flame while repeated entrance to assist the infirm could hardly be made unless the fire were discovered at its inception. In that case, located as most of the almshouses are, remote from prompt assistance, and thus depending on the able-bodied residents to fight the flames, the speediest means of removing the helpless should be provided.

CARE OF THE SICK.

As has been stated, three of the counties have provided detached hospital buildings. While the general health in the several almshouses is as good as can be expected, yet there are always present many infirm and chronic cases, and frequently acute cases of disease, whose humane care requires seclusion and skilled attendance. The day is past when the public will tolerate neglect of the dependent sick.

The ability to classify inmates afforded by a hospital, simplifies the management and improves the discipline, as well as removes the danger of infection.

The sick should not be treated in dormitories or in rooms opening on a general dormitory hall. Where the number of sick does not justify a detached hospital building, isolated quarters should be fitted up for hospital purposes with wards and single rooms for each sex.

In all the almshouses of the district except the three mentioned and St. Lawrence County, which has inconvenient quarters on the top floor, the sick are cared for in their own rooms, or in rooms opening off a general dormitory hall. Most of the counties have adequate provision made for medical attendance.

The appropriation for the salary of the physician should be sufficient to require, as a minimum, two calls every week, and as much oftener as occasion demands.

Franklin County pays its physician but \$50 a year, and he calls only when summoned, driving two miles each way.

Fulton County pays \$250 and is about the same distance from town, but requires only one visit a week, unless on special call.

Montgomery and St. Lawrence Counties require but one visit each week unless especially called.

HEATING.

All the counties except Washington provide steam heat for their almshouses. The latter has a hot air furnace in each building.

LAUNDRY.

Fulton, Schenectady and Montgomery Counties have complete steam laundry appliances.

Franklin, Saratoga and St. Lawrence Counties have power washers and extractors, but lack steam drying racks.

Essex, Warren and Washington Counties are still dependent on antiquated hand apparatus.

RECORDS.

Except in Warren County each almshouse maintains the records required by law and by the rules of the State Board of Charities. They are usually found posted up to date and giving full information. Warren County possesses the necessary books, but the entries are irregularly made, and no accurate register of the inmates is kept. The State Board of Charities record of inmates is not posted up to date. No record of financial transactions is made. The only evidence of expenditures are the checks drawn on a private bank account and the vouchers accompanying them, the vouchers sometimes improperly executed.

TRAMPS AND VAGRANTS.

The entertainment of wayfarers at the almshouse, formerly so prevalent, has, in most counties, been stopped entirely. Were these persons really dependent poor and residents of the county, or even were they worthy persons seeking employment, the case would be far different. They are well recognized, however, as professional vagabonds, sturdy rogues, who have no residence, no occupation, many aliases, and usually are petty thieves or professional criminals.

In Clinton County, where the practice of receiving these tramps still obtains, over two hundred were given lodging and meals in a period of six months, including the past winter. This introduces an objectionable expenditure of the taxpayers' money and does no good to the tramps themselves.

Another source of disorder in the almshouses is the presence of vagrants, legally committed to the almshouse for a term of months. The law permitting this should be repealed and, until that is done, the superintendents and supervisors should request local magistrates to refrain from sending criminals to the almshouse. Such commitment is an imposition on the worthy poor, thus forced to associate with criminals. It is an imposition on the officers of the institution, forced, without any facilities for restraint or punishment, to deal with and maintain discipline among a criminal class. It is a bad thing for the vagabonds themselves, as life is usually easy at the almshouses, and a brief residence there has no punitive effect. On the other hand, it familiarizes them with pauperism, while their own example before the other inmates is subversive of discipline, and highly injurious to the morals of the institution.

SUMMARY OF POPULATION AND REQUIREMENTS.

The figures given represent summer population, much lower than in winter.

CLINTON COUNTY ALMSHOUSE.

Located about one-half mile from Beekmantown. The temporary arrangements made for the inmates include a small farm cottage rented for the women inmates. They can be maintained comfortably here through the winter. The men are fed in the kitchen of the old almshouse building, which has long been unused. A rough barracks has been built for their sleeping quarters during the summer. A two-story brick farmhouse will probably be rented for their use this winter, or other decent quarters obtained. In spite of many hindrances, unavoidable under the circumstances, the poor have been well cared for since the fire. Several were returned to their own towns for temporary care.

CENSUS.

	Males.	Females.	Total.
Inmates	32	16	48
Under 2 years old.....	1	0	1
Blind	2	1	3
Deaf-mutes	1	0	1
Feeble-minded	0	1	1
Idiotic	8	4	12
Epileptic	1	1	2
Over 70 years old.....	12	6	18

ESSEX COUNTY ALMSHOUSE.

Located about one mile south of Whallonsburg.

The officers are competent and the inmates are well cared for. The dormitory rooms are clean and comfortable, though the ventilation is poor in the men's building. New ceiling and wall covering is needed, and when this is provided it would be advisable to convert the upper floor into two large dormitory rooms, instead of retaining both floors divided into small rooms.

CENSUS.

	Males.	Females.	Total.
Inmates	32	23	55
Under 2 years old.....	0	1	1
Blind	0	0	0
Deaf-mutes	0	2	2
Feeble-minded	4	5	9
Idiotic	3	3	6
Epileptic	5	3	8
Over 70 years old.....	12	5	17

The needs are:

1. Steam laundry. 2. Fire escapes. 3. Steel ceilings in men's building. 4. Better plan of lighting. 5. Liquid chemical fire extinguishers. 6. Shower baths.

FRANKLIN COUNTY ALMSHOUSE.

Located two miles west of Malone.

The dormitory rooms are clean and the beds well made. The general health is good. The officers and employees appear to be competent and careful people.

CENSUS.

	Males.	Females.	Total.
Inmates	28	7	35
Under 2 years old.....	0	0	0
Between 2 and 16 years.....	1	0	1
Blind	1	0	1
Feeble-minded	2	0	2
Deaf-mutes	2	0	2
Idiots	1	0	1
Epileptics	1	0	1
Over 70 years.....	11	5	16

The needs are:

1. Better fire protection. 2. Fire escapes. 3. Additional steel ceilings. 4. Steam drying rack for laundry. 5. Additional appropriation for physician and regular semi-weekly visits by him.

FULTON COUNTY ALMSHOUSE.

Located about three miles from Gloversville.

The buildings are well cared for, the halls and dormitory rooms being exceptionally neat and clean. The inmates are well provided for in most particulars, though better hospital facilities are required. The officers appear to be faithful and efficient.

CENSUS.

	Males.	Females.	Total.
Inmates	29	18	47
Children	0	0	0
Blind	0	1	1
Deaf-mutes	0	0	0
Feeble-minded	1	1	2
Idiots	0	0	0
Epileptics	0	0	0
Persons over 70 years.....	8	8	16

1. Increased water pressure for fire protection; outside hydrants and additional standpipes. 2. Better hospital facilities. 3. Completion of ventilation shafts through the roof. 4. Outside iron fire escapes.

MONTGOMERY COUNTY ALMSHOUSE.

Located one mile from Sprakers Station, on the New York Central Railroad.

The buildings are in good repair and are kept in good order. Extensive improvements are in contemplation.

A number of the defective class of inmates in this almshouse should be transferred to State institutions.

CENSUS.

	Males.	Females.	Total.
Inmates	32	19	51
Children under 2 years.....	0	1	1
Between 2 and 16 years.....	0	0	0
Blind	0	2	2
Deaf-mutes	1	0	1
Feeble-minded	2	4	6
Idiots	2	0	2
Epileptics	1	2	3
Persons over 70 years.....	16	9	25

The needs are:

1. A safer lighting system. 2. Better hospital facilities. 3. Fire escapes. 4. Completion of ventilation flues through the roof. 5. Standpipes and connected hose in each building. 6. Addition to heating plant. 7. More farm land.

SARATOGA COUNTY ALMSHOUSE.

Located about three miles from Ballston.

The buildings are in excellent condition as to repair, maintenance and order and the hospital is especially well fitted for the needs of the poor. The inmates express their appreciation of the careful management.

CENSUS.

	Males.	Females.	Total.
Inmates.	45	19	64
Children	0	0	0
Blind	1	0	1
Deaf-mutes	0	0	0
Feeble-minded	10	2	12
Idiots.	0	1	1
Epileptics	0	0	0
Persons over 70 years.....	17	7	24

The needs are few:

1. Addition of mangle and steam dryer to laundry. 2. Outside iron fire escape.

SCHENECTADY COUNTY ALMSHOUSE.

Located at Schenectady and occupying one city square.

The buildings are well constructed and completely equipped for the care of both aged and sick.

The administration is good and the inmates are well cared for.

CENSUS.

	Males.	Females.	Total.
Inmates	49	23	72
Children.	0	0	0
Blind	2	1	3
Deaf-mutes	1	0	1
Feeble-minded	0	1	1
Idiots.	1	0	1
Epileptics	0	0	0
Persons over 70 years.....	17	8	25

The only further need is for outside iron fire escapes.

ST. LAWRENCE COUNTY ALMSHOUSE.

Located about three miles from Canton.

The situation is pleasant and the grounds well laid out. The inmates evince kind treatment and excellent care. They are well clothed, have comfortable and clean rooms and beds are well made and clean.

The food prepared for the inmates is wholesome and varied. The farm is profitably cultivated and a large dairy is kept.

CENSUS.

	Males.	Females.	Total.
Inmates.	49	37	86
Children	0	0	0
Blind	2	1	3
Deaf-mutes	1	2	3
Feeble-minded	18	7	25
Idiots	2	2	4
Epileptics	2	4	6
Persons over 70 years.....	13	13	26

The needs are:

1. Better fire protection.
2. A safer system of lighting.
3. New flooring and steel ceiling.
4. A detached hospital building.
5. A steam drying rack for the laundry.

WARREN COUNTY ALMSHOUSE.

Located about two miles from Warrensburgh.

The buildings are old and poorly arranged for the care of the inmates. The rooms were generally clean, but the lack of sufficient helpers is seen in the condition of the beds which are far from attractive in making or cleanliness.

CENSUS (Approximately).

	Males.	Females.	Total.
Inmates	40	14	54
Children	0	0	0
Blind.	0	0	0
Deaf-mutes	1	0	1
Feeble-minded	2	4	6
Idiots.	0	0	0
Epileptics.	0	0	0
Persons over 70 years.....	19	7	26

The needs are:

1. A safer lighting system. 2. A steam laundry. 3. Hose and liquid chemical fire extinguishers. 4. Outside iron fire escapes. 5. Shower bath for male inmates. 6. Exterior painting. 7. New floor in dining room. 8. Attention to personal and financial records. 9. Additional male and female helpers.

WASHINGTON COUNTY ALMSHOUSE.

Located about two miles from Argyle.

This almshouse is well built and has careful management and good discipline.

The inmates appear to be well cared for in every respect. The repairs now under way will improve very materially the condition of this county home.

CENSUS.

	Males.	Females.	Total.
Inmates.	34	20	54
Children	0	0	0
Blind	1	3	4
Deaf-mutes	0	0	0
Feeble-minded	4	3	7

478 ANNUAL REPORT OF THE STATE BOARD OF CHARITIES.

	Males.	Females.	Total.
Idiots	0	0	0
Epileptic.	2	0	2
Over 70 years.....	15	7	22

The needs are:

1. Better lighting system. 2. A steam laundry. 3. Fire escapes.
4. Shower baths. 5. Provision for fire protection in connection with the new water works.

Respectfully submitted,

NEWTON ALDRICH

Commissioner, Fourth Judicial District.

REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE FIFTH
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE FIFTH JUDICIAL DISTRICT.

To the State Board of Charities:

The undersigned Commissioner for the Fifth Judicial District has the honor to present the following report on the visitation of almshouses and other public charitable institutions in his district.

During the year 1905 he has personally visited these institutions in company with the Superintendent of State and Alien Poor, and has, both by personal consultation with local officers, and by correspondence, kept in touch with the plans formed for carrying out the recommendations of the State Board of Charities.

The institutions have been inspected as usual by the Board's almshouse inspectors, the most recent inspection having been made in December, 1905.

The public institutions concerned in this report include an almshouse in each county of the district, the city almshouse of Oswego, the Municipal Lodging House at Syracuse, which is under the control of the Department of Charities and Correction of that city, and the Utica General Hospital, which is managed by the Commissioners of Charity elected by the citizens of Utica.

ADMINISTRATION.

The general administration of these institutions has been efficient and satisfactory. The inmates are, as a rule, well cared for, and suitable food, clothing and medical attendance are provided for them. Better hospital facilities are needed in some of the almshouses, as is explained in detail below. The provision of steam heat and electric light in nearly all the institutions is especially to be commended. The only exceptions are the Municipal Lodging House at Syracuse, which is heated by coal stoves, and the Herkimer County Almshouse, which uses acetylene gas for light. The latter gives satisfactory service.

RECENT IMPROVEMENTS.

The most notable improvements are at the Utica General Hospital and at the Jefferson County almshouse. At each of these institutions the sum of \$40,000 has been provided for remodeling the old structures, and for new buildings. Important improvements have been made at the Lewis, Oneida and Onondaga county almshouses. Minor additions to equipment have been provided at the other institutions.

HERKIMER COUNTY ALMSHOUSE.

The improvements here include a new acetylene generator; extension of the standpipe to the third floor; a new hen house; and interior painting throughout.

JEFFERSON COUNTY ALMSHOUSE.

The interior renovation includes new flooring, stairways, and steel ceilings; a new institution range and steam cookers; bath and toilet room equipment; cold storage room; and decoration of walls. A new roof has been laid and front porches built on the main building. The laundry and heating plant has been installed in a new detached brick building, equipped with new boilers and new laundry machinery. The interior work is still under way and shower baths are to be included. An ice house to be made from one of the two buildings which have been removed from the front yard, will be provided near the river. These changes and the improvement of the sewerage system which is furnished, were recommended by the State Board of Charities and provide for most of the needs of the institution.

LEWIS COUNTY ALMSHOUSE.

The remodeling of the vacant rooms in the south end of the men's building is completed. These were formerly used for the insane and will now be used for hospital purposes. Steam heat has been provided for them; electric lights are placed about the walls, and bath and toilet rooms are arranged on both floors.

ONEIDA COUNTY ALMSHOUSE.

A detached laundry building has been erected. It is a two-story frame structure. The three boilers in the heating plant

have been reset and remodeled. New flush closet bowls have been provided throughout, and considerable interior painting has been done.

ONONDAGA COUNTY ALMSHOUSE.

A tent pavilion for male consumptives has been added to the hospital equipment. It has a good floor and is arranged to give practically open air treatment. Steam heat is provided and toilet facilities furnished. A workshop has been added to the boiler house, and a subway connecting the boiler house and hospital.

OSWEGO COUNTY ALMSHOUSE.

The water supply has been increased for domestic use, and flush closets installed. An electric pump is connected. Repairs have been made to the roof, floors and windows. Two new porches have been constructed in front. Two new telephone instruments have been installed.

OSWEGO CITY ALMSHOUSE.

New single spring beds with iron frames replace the double beds.

MUNICIPAL LODGING HOUSE, SYRACUSE.

One floor has been renewed, and linoleum floor covering placed in the office.

UTICA GENERAL HOSPITAL.

The chief improvements are the erection of two new buildings and additions and alterations at the main building, as follows:

1. A new building to be used for contagious diseases, opened October, 1905. It contains on the ground floor two sections divided by a double wall. Each section has a hall, off which are an office, bathroom, kitchen and single room on one side, and on the other a large ward with room for fifteen patients, ventilated by two fire places and lighted by large windows and a skylight. In front of each large ward is a solarium, which is a porch framed on the three exposed sides with glass. Above the center of the building in the second story are a series of single rooms for nurses, a bathroom and a laundry room for sterilizing the clothing of nurses before it is sent to the main laundry. The basement contains a clothing crematory for infected clothing, and a morgue. This building is about 30 by 100 feet in extent.

2. The power plant occupies a new building 40 x 60 feet, one story high. The boiler room occupies a pit and contains two 70 H. P. boilers, furnishing heat for the buildings and water and steam for the sterilizers. The laundry has a complete steam outfit, the machines being driven by electric power.

3. The wings of the main building have both been raised one story, making the building three stories high throughout. On the left wing the third floor is now used as a general medical ward for men.

4. The entire right wing has been rearranged as to use. The ground floor contains rooms for the domestic servants. The second and third floors are given for nurses' quarters.

5. The X-ray room has been moved to a room on the second floor.

6. A pathological department has been established.

7. A two-story bridge or hall, enclosed in glass, connects the two wings on the second and third floors. It is available for convalescents.

8. A skylight has been put in the roof of the main building.

9. The sidewalks have been repaired.

10. Considerable interior painting and decorating has been done in the main building.

11. The children's ward has been refurnished.

SANITATION AND FIRE PRECAUTIONS.

The general conditions as to sanitation are satisfactory in nearly all these institutions. There is need for improved ventilation in some of the almshouses. The laundry work is done by steam in all the institutions except the two almshouses in Oswego County. Tub baths are provided, with hot and cold water, and bathing is compulsory once a week. A few of the almshouses have installed shower baths. They should be in every almshouse. Drainage problems are solved in general in a sanitary and satisfactory manner.

The provisions for fighting fire and escaping from it are not satisfactory in any of these institutions. Either the water is deficient in quantity or pressure, or the hose on hand is old and unreliable, or some building is unprotected, or there is need for out-

side iron fire escapes which should tap all large dormitory rooms, and should be well braced to permit rapid descent of the inmates in case of fire. In no case do attic tanks furnish a supply either large enough, or giving sufficient pressure to protect the buildings. The Oswego City and County almshouses depend upon attic tanks. The condition of the Oneida County Almshouse as to protection from fire is poor. The city water is piped to hydrants, but the pressure is very low, and a fire would have about fifteen minutes start before the city department could reach the almshouse. There are no interior standpipes, which should be provided.

REVIEW OF INSPECTION.

HERKIMER COUNTY ALMSHOUSE,

Middleville, N. Y.

The main building is brick three stories high and in good repair. A detached stone building is used for senile and defective males. The laundry and boiler house has a stone basement and brick main floor. The buildings, which are valued at \$25,000, are in good condition as to cleanliness. There is room for 125 inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	79	29	108
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind	4	1	5
Number of deaf-mutes.....	1	1	2
Number of feeble-minded	2	2	4
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over 70 years.....	32	13	45

The following recommendations are made for future improvements:

1. A detached hospital and employment of nurses.
2. Outside iron fire escapes.
3. Renovation of stone building.
4. Additional farm land.
5. Shower baths.
6. Steel ceilings where the plastering is defective.

JEFFERSON COUNTY ALMSHOUSE,

Watertown, N. Y.

The almshouse is located on the bank of the Black river, just outside Watertown. The buildings will accommodate 150 inmates, and are now worth about \$70,000. The residence building is a long brick structure, two stories high, with a good basement, occupied by the service department. The women occupy the left wing and the men the right wing. The laundry and boiler house is a new building in the rear of the main building. The buildings are in excellent condition.

CENSUS.

	Males.	Females.	Total.
Number of inmates	41	40	81
Children under 2 years.....	0	1	1
Children between 2 and 16.....	0	0	0
Number of blind.....	2	1	3
Number of deaf-mutes.....	1	1	2
Number of feeble-minded	5	3	8
Number of idiots.....	1	0	1
Number of epileptics.....	2	1	3
Persons over 70 years of age.....	15	18	33

Recommendations for further improvements:

1. Fire escapes. 2. Ventilators carried through roof. 3. New fire hose. 4. Employment of competent nurse.

LEWIS COUNTY ALMSHOUSE,

Lowville, N. Y.

The buildings are brick and can accommodate 100 inmates. They are valued at \$37,000. The administration building furnishes quarters for the women inmates, and a few of the more able-bodied men. The men's building is connected with the main building by an open corridor and is in three sections. The first is used by the aged and infirm men. The central part is a men's dormitory. The south portion is now fitted up for hospital purposes. A separate room also contains the steam laundry.

CENSUS.

	Males.	Females.	Total.
Number of inmates	34	15	49
Children under 2 years.....	1	0	1
Children between 2 and 16.....	0	0	0
Number of blind	1	0	1
Number of deaf-mutes.....	1	0	1
Number of feeble-minded.....	3	5	8
Number of idiots	1	1	2
Number of epileptics	0	0	0
Persons over 70 years	18	8	26

1. Shower baths for men. 2. Outside iron fire escapes on both buildings. 3. Renovation of men's dormitory rooms. 4. Better ventilation of men's sitting room. 5. A cold storage room. 6. Hospital attendants employed for men and women. 7. Better compensation for present officers and employees.

ONEIDA COUNTY ALMSHOUSE,

Rome, N. Y.

The four large brick buildings are in generally good repair. They are arranged on the New York State cottage plan. A detached laundry building has been recently erected. The dormitories for men are overcrowded, and there is insufficient hospital room in the present buildings, which are sufficient for only 300 inmates. The value of the buildings is \$160,000.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	243	85	328
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	2	4	6
Number of deaf-mutes.....	1	0	1
Number of feeble-minded.....	11	13	24
Number of idiots.....	1	0	1
Number of epileptics.....	2	5	7
Persons over 70 years.....	73	41	114

Further needs:

1. A detached county hospital. 2. Employment of nurses for the sick. 3. A system of forced ventilation. 4. Adequate fire

protection (new hose, standpipes with hose attached, pump connection to increase pressure. Watchman's clock). 5. More dormitory room for men. 6. Attached structures for water closets. 7. Heavier bracing on rear fire escape on men's building. 8. Exterior painting throughout. Completion of interior painting and extension of steel ceilings. 10. A mangle for the laundry. 11. A portable tub for hospital use.

ONONDAGA COUNTY ALMSHOUSE,

Syracuse, N. Y.

The almshouse and hospital are located about four miles from Syracuse near Onondaga Valley. The almshouse is built of stone and is three stories high. There are three detached structures from front to rear. The laundry, bakery and kitchen are in a detached building. A detached brick power house is located between the almshouse and hospital. The latter is about 100 yards distant. It is a three-story brick building, well constructed. Both the hospital and the dormitories in the almshouse are overcrowded. The buildings are valued at \$100,000, and have a total capacity for 300 inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	215	90	305
Children under 2 years.....	2	1	3
Children between 2 and 16.....	0	0	0
Number of blind.....	3	3	6
Number of deaf-mutes.....	0	1	1
Number of feeble-minded	2	0	2
Number of idiots	7	3	10
Number of epileptics	1	2	3
Persons over 70 years.....	62	31	93

Improvements needed include:

1. Hospital pavilion for contagious and infectious diseases. 2. Nurses' home, detached from the hospital. 3. Iron fire escapes from upper west dormitory for men. 4. Iron fire escapes on front wards of hospital. 5. Shower baths. 6. Wider interior

exits in the women's almshouse dormitory. 7. Forced ventilation, in almshouse. 8. Increased dairy and farm acreage. 9. More dormitory room at the almshouse.

OSWEGO COUNTY ALMSHOUSE,

Mexico, N. Y.

The almshouse is brick, two stories high, with two wings. The central portion is used for office and keeper's residence. The inmates occupy the wings. The general condition as to repair is satisfactory. The capacity is for 80 inmates. Valuation, \$20-000. Facilities are lacking for the proper care of the sick. This almshouse is one of the few which still depend upon hand apparatus for laundry work. The protection from fire is below standard.

CENSUS.

	Males.	Females.	Total.
Number of inmates	36	31	67
Children under 2 years	1	1	2
Children between 2 and 16	0	1	1
Number of blind	0	0	0
Number of deaf-mutes.....	2	0	2
Number of feeble-minded	6	4	10
Number of idiots.....	1	1	2
Number of epileptics	2	4	6
Persons over 70 years.....	15	11	26

The recommendations for further improvements are:

1. Hospital equipment and nurse. 2. Adequate water pressure for fire protection. 3. Iron fire escapes, and better hose on the standpipes. 4. Improved drainage system. 5. Shower baths. 6. A steam laundry. 7. A cold storage room.

OSWEGO CITY ALMSHOUSE.

Oswego, N. Y.

The almshouse is located on a farm three miles from Oswego. The three-story brick building is well constructed and in excellent condition as to repair and cleanliness. The residence por-

tion for officers is a two-story brick wing extending to the south from the front of the main building. A tubular "Kirker-Bender" fire escape taps the dormitory rooms on the south side of the building. The buildings are worth \$40,000 and will accommodate 75 inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	23	18	41
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	2	0	2
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	2	3	5
Number of idiots.....	1	0	1
Number of epileptics.....	0	0	0
Persons over 70 years.....	7	7	14

The needs are few but important:

1. An elevated water reservoir affording ample pressure for fire protection, connected with outside hydrants and with stand-pipes on the halls. 2. A steam laundry. 3. Shower baths.

MUNICIPAL LODGING HOUSE AND DETENTION HOSPITAL, Syracuse, N. Y.

The building is opposite the City Hall, and is rented for the purpose, first, of providing accommodations for deserving poor persons who are without means and are looking for work, and second, to provide suitable rooms for the detention of persons under examination for insanity. The building will accommodate about thirty persons. In order to discourage unworthy applicants, the maximum of relief is for three nights for any applicant at one time. A further restriction is the requirement that each lodger shall work four hours on the streets under the direction of the Commissioner of Public Works. A simple supper and breakfast are furnished. The hours of labor are from 7 to 11 a. m., leaving the rest of the day free for the person to seek employment.

The Detention department has cared for 59 cases during the year. It is equipped with several single rooms for mild cases, and two steel cages for the violently insane.

The institution costs the city less than \$4,000 a year, much of which is returned by the value of the street work done. The good accomplished is considerable.

The chief need is for steam heat. The coal stoves now used are not adequate in severe weather. Liquid chemical fire extinguishers should be purchased.

UTICA GENERAL HOSPITAL,

Utica, N. Y.

Three brick buildings are occupied by the hospital. They are worth \$60,000 and have 80 beds for patients. The recent improvements have given the hospital double its former capacity and have increased its usefulness and equipment correspondingly. The main building is three stories high, with two wings, The central power plant and laundry building is in the rear. The new isolation hospital is farther to the rear, and is fitted for the treatment of various contagious diseases. The hospital maintains a training school for nurses under competent direction. The last inspection showed 41 patients present. The previous month showed 95 patients treated, the daily average being 41. The general disbursements for the year were \$16,000. The general equipment of the wards, operating room, kitchens, and several departments is excellent.

The following suggestions are offered for consideration:

1. A detached pavilion for tuberculosis.
2. A larger drug room.
3. Separate kitchen service for isolation hospital.
4. An etherizing room.
5. An ophthalmic ward.
6. A better entrance to third floor, nurses' rooms, than through the private bathroom for nurses.
7. A wider separation between the children's and tuberculosis ward.

The following recommendations are made for needed improvements:

1. A veranda for fire escape on the rear of the right wing, and connection by platform with the fire escape in front of it. 2. Better protection of walls from swinging gas jets. 3. A wider entrance to surgical dressing room. 4. A local ambulance. 5. Purchase of food supplies in larger quantities. 6. A cold storage room. 7. A portable bread oven.

Respectfully submitted,

DENNIS McCARTHY,

Commissioner, Fifth Judicial District.

REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE SIXTH
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE SIXTH JUDICIAL DISTRICT.

To the State Board of Charities:

The undersigned Commissioner for the Sixth Judicial District respectfully presents the following report upon the almshouses and related public institutions in the district.

The almshouses and other county and municipal charitable institutions under the management of public officers have been regularly inspected by the Board's inspectors. Many improvements were made during the past year, and the general condition of the institutions is satisfactory.

SCHUYLER COUNTY.

Despite the earnest recommendation of the State Board of Charities and the personal efforts of the Commissioner before the Board of Supervisors of Schuyler County, I regret to report that the system of poor relief for permanent dependents in this county remains unchanged. There are about fifty dependent poor persons charged to the county, or to its several towns, who are totally incapable of self-support. These are usually boarded with private families at a rate from \$1.50 to \$3.00 a week, or, in some cases, are furnished relief in their own homes or in houses rented for them. The greater number of these dependents are in unsuitable homes. Suitable accommodations cannot be afforded in private families for the sum allowed, and in most cases the homes open to these persons are available because the owners propose to make a profit from the money paid for board.

The citation of many instances of squalid surroundings, of insufficient food, of lack of medical attention and of improper provision for blind, demented and idiotic cases, has had no effect in remedying the general condition, though some individual cases have been benefited.

The fact that this is the only county in the State, except Hamilton, which does not provide almshouse care for its poor has been ineffective as an argument.

In counties similarly situated as to number of dependent poor, and general population, almshouses are maintained at a less per capita cost than Schuyler County pays, and their dependent poor are thus provided with excellent care, and neglect and abuse prevented.

In order to secure a betterment of conditions in this county, it is recommended that the State Board of Charities take the necessary steps to enforce the changes needed to place Schuyler County on the plane of poor relief demanded by the times and appealed for by the sufferings of the poor. This step will, if taken, meet with the approval of the best element of the communities concerned. Practically every overseer of the poor, the supervisor and the county superintendent are in favor of the change, because they have knowledge of the evils of the present system. They are deterred from action by their constituents, the most active of whom are interested for various reasons in the "boarding out" plan. The step will be approved by the people as soon as it relieves their neighborhoods of the defective class, and they realize the comfort and humanity of the almshouse plan.

It is the earnest hope of the Commissioner that the year will not pass without the settlement of this question in the right way. The recent vote of the people in opposition to the establishment of an almshouse was due to their hostility to any measure which would add to their taxes rather than to any sentiment in opposition to the almshouse plan. The State Board of Charities cannot do a better act for the relief of the Schuyler County poor than to require that county to conform to the standard of poor relief adopted in all other parts of the State of New York.

IMPROVEMENTS.

At the Broome County almshouse fire escapes have been placed on the dormitories; a new 80-H. P. boiler installed; a new ice house built; time detector electric apparatus with clock, for the night watchman, furnished; and many minor improvements made, including painting, windows added to cow stables, office furniture, bake oven, new hen house, and improvement to ventilation in service building.

In Chemung County none of the Board's recommendations have been carried out, but a drilled well has been sunk and connected with the reservoir by gasoline engine.

The Chenango County almshouse has supplied fire escapes on both dormitory buildings, repaired its water reservoir and rebuilt its cold storage room, besides minor improvements.

The improvements in Cortland County almshouse include new cement walks, repainting all exteriors, and minor repairs.

Delaware County almshouse: steel ceilings in four more rooms, interior painting, new cesspool.

Otsego County almshouse: cement walks in front and rear, porches on administration building, repairs to drainage, interior painting, a steam laundry, including a detached boiler house, some reshingling, flooring, fencing and other minor repairs.

Madison County almshouse improvements include new cellar tanks for rain water, two additional outside hydrants, indoor flush water closets throughout, new furniture including iron beds and mattresses.

At the Tompkins County almshouse the lighting system has been improved by the introduction of an acetylene plant, and minor repairs made.

The Tioga County almshouse now occupies the comfortable buildings recently erected across the road from the old almshouse. A steam-heating plant has been installed, stone walks laid, and grading done; new spring beds have been purchased for the women.

Oneida Public Hospital improvements are of minor importance.

The Madison County Orphan Asylum has been provided with fire escapes and better protection from fire, a new schoolhouse, acetylene light, new cold storage room, and minor improvements.

Binghamton City Hospital improvements include a memorial ward for children, completion of the basement and attic of the nurses' home, a new special diet kitchen and closets for the children's wards. The maternity ward has been discontinued, owing to the lack of sufficient appropriation. The use of parlor matches at the hospital should be discontinued.

The important changes noted above were all previously recommended by the State Board of Charities.

CARE OF THE SICK.

Almshouse inmates who are not destitute through old age, blindness or deformity comprise about one-half of the population. Many are afflicted with incurable diseases and others with some acute illness which makes them temporarily dependent.

The importance of separating these sick persons from the inmates who are in comparatively good health is manifest. Separate hospital buildings or annexes furnish the best accommodations for the care of the sick.

Chenango County has the only almshouse in the district provided with separate hospital buildings. In Madison and Delaware counties the present buildings afford good accommodations for the sick.

Better facilities in the present buildings are all that are required in Cortland and Tompkins Counties.

Detached hospital buildings are needed in the remaining counties—Broome, Chemung, Otsego and Tioga.

DEFECTIVE CLASSES.

It will be seen from the census tables below that the feeble-minded, idiotic and epileptic inmates of the almshouses comprise, in nearly every county, at least one-sixth of the almshouse population. The State has undertaken to care for these persons, both because they can receive better care in an institution especially equipped for their needs, and because it is becoming more and more necessary for the people to seclude these classes in order to provide against the increase of defectives through their degenerate offspring. The officers of these almshouses would transfer these inmates to the proper State institution but there are no facilities at present in the State Custodial Asylums for them. Their removal from the almshouse will render the administration of the institution much easier, and will make the county homes much more comfortable for the worthy and aged poor.

FIRE PROTECTION.

A material defect in equipment in most of the almshouses is the lack of suitable means of protecting the buildings and inmates from the danger of fire. Chenango and Delaware Counties are the only ones in the district whose almshouses have made adequate provision for protection. Owing to the location of the

almshouses in this district at a distance from any city fire department, it is necessary that a large supply of water be available and delivered under good pressure. Outside hydrants, a hose cart, standpipes on each floor of the buildings with hose attached and a supply of liquid chemical extinguishers should be provided for each institution.

In the matter of lighting, most of the almshouses have made good provision, either electricity, acetylene gas or carburetted hydrogen gas being provided, except in Chemung, Madison and Tioga Counties, which still employ the dangerous and unsatisfactory kerosene oil lamps.

REVIEW OF INSPECTION.

BROOME COUNTY ALMSHOUSE.

The almshouse is located about two miles from Binghamton, and includes seven buildings — three of brick and four frame — which are in good repair, and are worth about \$60,000. They furnish room for 150 inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	91	37	128
Children under 2 years.....	1	0	1
Children between 2 and 16.....	0	0	0
Number of blind.....	1	0	1
Number of deaf-mutes.....	1	0	1
Number of feeble-minded.....	7	6	13
Number of idiots.....	2	1	3
Number of epileptics.....	4	2	6
Persons over 70 years.....	42	13	55

Needs:

1. A county hospital building. 2. A county tuberculosis pavilion or hospital. 3. Removal of the two frame cottages now used as hospitals. 4. Shower baths. 5. Increased water supply under pressure for fire protection. 6. An inclosed yard for women. 7. Removal of old ice house. 8. A root cellar. 9. Introduction of steel ceiling where repair is needed.

CHEMUNG COUNTY ALMSHOUSE.

This is located one-half mile from Breesport, N. Y. The main building is brick, with a frame addition for women and several

detached frame cottages. The buildings, valued at \$72,000, are in good repair and will accommodate 125 inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	54	23	77
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	1	2	3
Number of deaf-mutes.....	1	0	1
Number of feeble-minded.....	0	0	0
Number of idiots.....	6	2	8
Number of epileptics.....	1	4	5
Persons over 70 years.....	21	11	32

Needs:

1. A county hospital building. 2. Lighting by gas or electricity.
3. Steam laundry. 4. An inclosed yard for women. 5. Storage rooms for clothing.

CHENANGO COUNTY ALMSHOUSE.

The buildings are of brick, except a frame cottage, detached, used as a dormitory for defective male inmates. The almshouse is located near Preston, N. Y. The buildings which are in excellent condition are worth \$28,000 and have a capacity of 90.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	51	29	80
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	1	3	4
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	4	10	14
Number of idiots.....	6	0	6
Number of epileptics.....	1	0	1
Persons over 70 years.....	16	10	26

Needs:

1. A better ice house. 2. A piggery. 3. Shower baths.

CORTLAND COUNTY ALMSHOUSE.

The buildings are brick two-story structures, in fair repair, located three miles from Cortland. They can accommodate 60 inmates, and are estimated as worth \$23,000.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	25	12	37
Children under 2 years.....	1	0	1
Children between 2 and 16.....	0	0	0
Number of blind.....	0	0	0
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	2	5	7
Number of idiots.....	0	0	0
Number of epileptics.....	1	0	1
Persons over 70 years.....	14	5	19

Needs:

1. Hospital facilities and nurse. 2. Better ventilation. 3. A steam laundry. 4. Water supply, under pressure, with hydrants and hose for fire protection. 5. Iron stair fire escapes.

DELAWARE COUNTY ALMSHOUSE.

The location is one mile from Delhi. The almshouse is a three-story frame structure, with two wings, two stories high. A detached two-story frame cottage is used for defective male inmates. The buildings are worth \$15,000 and have room for 75 inmates. The buildings and inmates are well cared for.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	27	13	40
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	0	3	3
Number of deaf-mutes.....	0	1	1
Number of feeble-minded.....	4	2	6
Number of idiots.....	0	0	0
Number of epileptics.....	0	1	1
Persons over 70 years.....	10	8	18

Needs:

1. A steam laundry. 2. Locker rooms for clothing. 3. An additional shower bath. 4. Rearrangement of the cow stables.

MADISON COUNTY ALMSHOUSE.

The buildings are frame structures located near Eaton, N. Y. There is room for 200 inmates, and the valuation is \$44,000. All the buildings are in excellent repair.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	64	34	98
Children under 2 years.....	1	2	3
Children between 2 and 16.....	0	0	0
Number of blind.....	5	2	7
Number of deaf-mutes.....	0	1	1
Number of feeble-minded.....	5	6	11
Number of idiots.....	2	1	3
Number of epileptics.....	3	3	6
Persons over 70 years.....	32	13	45

Needs:

1. Fire escapes. 2. A safer light than kerosene. 3. Hose on reel for hydrants. 4. A good bread oven. 5. Additional stable room for horses. 6. New spillway in reservoir. 7. A new front fence. 8. Furnishing an isolation room for tuberculosis inmates in the men's hospital.

OTSEGO COUNTY ALMSHOUSE.

The buildings, located near Phoenix Mills, N. Y., are old and only essential repairs are being made, as new buildings will soon be a necessity. The stone building dates from 1826, and the frame wings are also very old. The estimated value is \$20,000 (including the excellent barns). The capacity for inmates is 110.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	72	32	104
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	1	2	3
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	6	3	9
Number of idiots.....	0	0	0
Number of epileptics.....	2	0	2
Persons over 70 years.....	29	14	43

Needs:

1. A detached hospital building. 2. A cottage for superintendent's residence. 3. Fire escapes. 4. Shower baths. 5. Better water pressure and more water. 6. Better flush closets in men's building. 7. Liquid chemical fire extinguishers.

TIOGA COUNTY ALMSHOUSE.

The almshouse is two miles north of Owego, N. Y. The buildings for inmates are frame. The office and keeper's residence is stone. The valuation is \$14,000, and the capacity is 75. The inmates' buildings are new or thoroughly remodeled buildings.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	21	14	35
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	0	0	0
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	2	3	5
Number of idiots.....	0	0	0
Number of epileptics.....	0	0	0
Persons over 70 years.....	9	6	15

Needs:

1. Better fire protection.
2. Lighting by electricity.
3. A mangle and drying racks.
4. A hospital building on the new site.
5. An ice house and cold storage room.

TOMPKINS COUNTY ALMSHOUSE.

The almshouse is seven miles north of Ithaca, on the west side of Cayuga Lake. The principal buildings are brick. The superintendent's residence and dormitory for women inmates is a frame building. All the buildings are in good repair. They are worth \$30,000 and have room for 80 inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	33	11	44
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	2	1	3
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	3	2	5
Number of idiots.....	1	0	1
Number of epileptics.....	2	0	2
Persons over 70 years.....	11	4	15

Needs:

1. A reservoir of water, delivered under good pressure, with outside hydrants, hose, interior standpipes with hose attached.
2. Hospital equipment for isolation cases.
3. A steam laundry.
4. Removal of horse barn from its present site.
5. New ice house and cold storage room.
6. Shower baths.

ONEIDA PUBLIC HOSPITAL,

Oneida, N. Y.

This hospital is located on Williams street. The building is a frame two-story house. Four hospital beds are maintained, and there is a well-equipped operating room. The hospital is intended for the treatment of emergency cases of accident or non-contagious and non-infectious diseases. The property is worth \$3,000. The equipment is good, but the drainage is seriously defective.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	3	0	3

The hospital charges those able to pay for their treatment. The city makes, annually, a small appropriation for the support of the hospital, which is under the control of a board of three hospital Commissioners, appointed by the Mayor.

Needs:

1. Connection with city sewer.
2. Fire escapes from front veranda.
3. Liquid chemical fire extinguishers.

BINGHAMTON CITY HOSPITAL,

Binghamton, N. Y.

The hospital is located on Mitchell avenue, Binghamton, N. Y. It is under the control of a board of managers, six in number, appointed by the Mayor with the approval of the Common Council.

The total capacity for patients is 56. The value of the building is \$45,000. The hospital is primarily for the poor, but pay patients are taken if there is room.

The city appropriates \$10,000 annually to the hospital. The principal improvement of the past year has been the erection of

the Fred W. Grummond Memorial Pavilion for Children. This is an annex to the main building and has seven beds. The basement of the nurses' home has been finished off into rooms for the domestic helpers. A new special diet kitchen and closets for the children's ward have been established. The maternity ward has been discontinued, owing to lack of sufficient appropriation. A training school for nurses is maintained.

CENSUS FOR OCTOBER, 1905.

Number in hospital October 1, 1905.....	22	
Number received during October, 1905.....	35	
	<hr/>	
Total treated		57
Discharged, recovered	30	
Discharged, improved	5	
Discharged, unimproved	2	
Died	6	
	<hr/>	
Total discharged in October, 1905.....		43
Number remaining November 1, 1905:		
Men	5	
Women	8	
Children	1	
	<hr/>	
Total		14
Number of public patients treated in October.....	38	
Number of private patients treated in October.....	19	
	<hr/>	
Total		57
Number days' support, public patients.....	382	
Number days' support, private patients.....	236	
	<hr/>	
Total		618

The most important needs are:

1. A fire escape on the Nurses' Home. 2. Standpipes and attached hose for fire protection. 3. Additional liquid chemical extinguishers. 4. A diet kitchen for the isolation hospital.

Suggested for consideration:

Reestablishment of maternity ward. Employment of interne, or resident physician.

Recommendations:

Fire drills should be held. A night watchman should be employed and clock indicator service established.

MADISON COUNTY ORPHAN ASYLUM.

The home for destitute children, conducted by Madison County, is located at Peterboro, N. Y. The buildings are frame and in excellent repair. There is room for 50 children. The valuation is \$13,000. A board of trustees, seven in number, appointed by the Board of Supervisors, and the County Superintendent as *ex-officio* member, governs the institution. It is supported by public funds, in excess of the interest on the invested funds, which are \$15,700.

CENSUS.

	Public Charges.	Private Charges.	Total
Boys	14	0	14
Girls	12	0	12
	—	—	—
Total	26	0	26

Present 5 years or more: Boys, 4; Girls, 1. Total, 5.

All present are over 2 or under 16.

Needs:

1. The school needs a younger and more competent teacher. 2. The Public Health Law should be observed. 3. The rules of the State Board of Charities regarding the retention of children at the home, and their admittance to it, should be observed. 4. The outdoor closets should be screened at the doors and a better method devised for removing excreta. 5. The approaches to the fire escapes should be kept unfastened and frequent drills held.

Respectfully submitted,

RALPH W. THOMAS,

Commissioner Sixth Judicial District.

REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE SEVENTH
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE SEVENTH JUDICIAL DISTRICT.

To the State Board of Charities:

The following report is respectfully presented by the Commissioner for the Seventh Judicial District, showing the condition of the almshouses of his district. Each of the almshouses has been regularly visited and carefully inspected by the Board's inspectors.

IMPROVEMENTS.

Many improvements have been made in the several almshouses of the district since the last annual report.

The Monroe County Hospital has been completed. It adjoins the almshouse and is a brick structure two stories high, with basement. Its greatest dimensions are 110 x 220 feet. It is arranged in a series of projecting wards from a central section. An automatic window ventilating device has been installed, and an exhaust fan in the kitchen to remove steam and vapors. Both the almshouse and the hospital have been equipped with stand-pipes with attached hose, located on each floor and hall, for fire protection. A one-story detached morgue of brick has been built and the old one removed.

A new central heating and lighting plant for all the county institutions is located on the penitentiary grounds. The almshouse and hospital are supplied with an automatic private telephone, connecting all departments.

The improvements in Livingston County are notable. The State Board of Charities urged the abandonment of the old almshouse building which was unsanitary and crowded, and recommended the renovation of the two brick buildings formerly used for the insane, but which were left unoccupied since the State assumed charge of this class of dependents. These two buildings were erected about 1875, and were of good construction, though considerably deteriorated owing to the neglect of ordinary repairs while untenanted.

These changes have been made and the buildings thoroughly repaired, wired for electric lighting, supplied with stacks for ven-

tilation, equipped for steam heat, newly furnished and supplied with shower and tub baths. The draining system, a modification of the Waring system, has been overhauled and put into good working order. Outside hydrants and interior standpipes, under good pressure, furnish protection from fire. Partial equipment has been ordered for fire escapes. With better provision made for the care of the sick, employment of a nurse, introduction of a steam laundry, and the building of a new grain barn and silo, which will probably be done in 1906, Livingston County will have one of the best equipped almshouses in the State.

In Cayuga County the almshouse property has been improved by building a silo.

Improvements in Ontario County include the building of two well-planned barns costing \$8,500, to replace those destroyed by fire, and an additional chicken house costing \$350; the boiler has been refitted, and the room floored with cement.

Seneca County has provided its almshouse with standpipes with connected hose; put up lightning rods; laid cement walks, and graded the yard. The buildings have all been repainted.

A new laundry building has been built in Steuben County to replace one destroyed by fire. It is a brick two-story building, equipped with hand apparatus only. The buildings have been repainted.

The improvements in Wayne County include a new boiler in the men's building with larger steam pipe to hospital. The sewer has been repaired. Two new silos have been built; hose furnished and attached to the standpipes; six liquid chemical extinguishers purchased; new hall flooring in the men's building; and exterior painting done.

Improvements at the Yates County almshouse include two rooms furnished in the detached laundry building for isolation hospital purposes; a gasoline pump for raising water to the attic tanks; a root cellar dug beneath the laundry building; running spring water led to the kitchen and barns; additional radiators put in the dormitory rooms on the third floor.

SANITATION.

Most of the almshouses have made provision for handling the important questions of sanitation in an effective manner. In

recommending adequate ventilation, tight drainage, flush closets, shower baths and steam laundry apparatus, the State Board of Charities does not wish to be understood as urging the counties to make "extravagant provision for the poor," or to "give them better homes than the taxpayers have." Owing to the large number of persons sheltered at an almshouse, and to the fact that many are sick or suffering from contagious or offensive diseases, and the ills common to extreme old age, these sanitary measures, instead of being unnecessary, are of prime importance, not only for the health and decent care of the inmates, but for the officers and for the welfare of the community at large.

The proper care of the aged and infirm poor at an almshouse is difficult enough for the officers under the very best conditions. Nearly all the almshouses have attended to some of these needs. In none of them are the requirements fully met for satisfactory and efficient dealing with all these problems of sanitation.

The system of ventilation is poor at the almshouses in Cayuga and Ontario counties.

Antiquated hand apparatus is used in the laundry work in Seneca and Steuben counties, and only a part of the necessary apparatus is supplied in Ontario and Yates counties.

The drainage is satisfactory in all the seventh district almshouses. Improvement in this regard has been noted from year to year, but this year is the first that it has been possible to report all the almshouses well supplied with sewers which work properly.

Flush water closets are used in nearly all the almshouses. Outdoor dry closets for men and women are still used at the Ontario County home, and at the almshouses in Seneca and Steuben counties outdoor dry closets are still used by most of the men.

In regard to bathing, each almshouse requires its inmates to bathe regularly. Tub baths only are provided in Ontario, Seneca and Yates counties, and in Wayne county the men have tubs only, while in Monroe county the women cannot use the shower baths provided on account of the lack of proper protection on the floor.

The advantages of using a shower bath in the almshouses are so manifest to those familiar with almshouse inmates that they

need hardly be mentioned. They are comparatively inexpensive, and so many more can be well cleansed in perfectly clean water in a given time that the ultimate adoption of the shower bath is only a question of time in every large institution.

WATER SUPPLY.

Most of the almshouses are located where they are dependent upon their private supply of water for all purposes. Where there is a natural elevation nearby on which a reservoir can be located, the question of maintaining a sufficient supply under good pressure is not difficult. Where the ground is level and remote from a city supply the only effective means is to have large tanks located on detached elevated frames. Attic tanks are usually too small to contain a sufficient quantity, and certainly cannot afford sufficient pressure for fire protection. Cayuga and Yates counties are the only ones in the district which leave their almshouses dependent upon attic tanks.

FIRE PRECAUTIONS.

It is the plain duty of the Board of Supervisors to provide at the almshouse proper means for averting the dangers from fire. The lives of the inmates and the property of the county are in their keeping. Neglect of this duty should retire those responsible from their position of trust. Within the past two years, two almshouses in the State have burned, and there have been damaging fires at several other almshouses. Ontario county suffered the loss of its barns, and Steuben county its laundry building within that time. In all these cases, the State Board of Charities had pointed out the deficiency in water pressure or lack of suitable fire-fighting apparatus, or the danger of using oil lamps.

In regard to means of exit in case of fire, it is usually the case that interior exits are insufficient, chiefly on account of the danger of suffocation from smoke, rather than because of the flame itself. The aged and feeble inmates usually require rescue, and many would have to be carried out. This need is best supplied by having exterior iron escapes attached to the dormitory buildings, even where there are only two stories above the basement.

The condition of the several almshouses of this district in regard to fire protection and means of escape is as follows:

The Cayuga County almshouse has suitable escapes and apparatus, but lacks sufficient water pressure. Oil lamps are used.

The Livingston County almshouse will be well provided for as soon as the present plans are completed, but at present lacks fire escapes, and the hose for the standpipes.

The Monroe County almshouse has made adequate provision, though the night watchman employed is not checked by a time detector.

The Ontario County almshouse lacks sufficient water and pressure and has no outside fire escapes in spite of the fact that a third floor is used for inmates.

The Seneca County almshouse depends for escape on an iron ladder and two iron rods with projecting spikes for steps. A stair escape is needed. Oil lamps are used.

The Steuben County almshouse has sufficient exits and good water supply and pressure. They still use oil lamps.

The Wayne County almshouse lacks fire escapes. Its water pressure and apparatus are sufficient.

The Yates County almshouse lacks pressure and quantity of water, and has no chemical extinguishers, uses oil lamps and provides no fire escapes on its three-story building, whose basement adds nearly another story to the height.

HOSPITAL FACILITIES.

The care of the sick is usually the greatest problem which confronts the management of the county almshouse. Some counties have made adequate provision for hospital work and are able to care for their sick properly. Our counties are all wealthy enough to provide humane and comfortable treatment for their dependent sick. There are several classes of patients at every almshouse who should have the attendance of a skilled nurse and the seclusion afforded by hospital rooms. The aged inmates during their last weeks of life, younger inmates brought to the almshouse because of illness, expectant mothers, those dependent because of tuberculosis, cancer or other offensive and contagious diseases, all require other facilities for treatment than those af-

forded by the general dormitories or rooms off a dormitory hall. The hospital facilities are inadequate and no nurse is employed in Cayuga, Livingston and Seneca counties, while Ontario county needs better facilities.

It will be noted below that there are, in most of the almshouses, idiots or feeble-minded persons and epileptics, whose presence is a constant source of annoyance and disorder. They should be removed from the almshouses to the proper State institutions. As these State institutions are usually unable to accommodate all applicants because of lack of room, it behooves each superintendent of the poor to assure himself that the quota allowed his county in proportion to its population is full. There are some of the smaller counties which say they do not find the strict basis of population a fair means of arriving at their representation in these institutions. For example, some are entitled by their population to have but two or three unteachable idiots at the Rome State Custodial Asylum, out of a total population there of 650 inmates. Having committed that number to the asylum when it was opened, they cannot commit a new charge until one dies who is already there. Out of this small number, two or three, it is quite likely that a long period of years may elapse before such a vacancy occurs. Meanwhile, these unfortunate creatures are maintained at the almshouse or elsewhere, in any case being a sad annoyance because of lack of suitable facilities. Some better means of adjusting the quotas might be devised but the most equitable is on the total population of the State, giving each county its pro rata on that basis. The quota might be readjusted so as to give each county a minimum of inmates, and let the remaining capacity of the institution be apportioned according to the population. Eventually, it is probable that the State will provide room for all these defectives, and place their commitment on some such basis.

BRIEF REVIEW OF INSPECTION.

CAYUGA COUNTY ALMSHOUSE,

Sennett (P. O. Auburn), N. Y.

Capacity, 100. Estimated value of buildings, \$40,000.

The almshouse occupies a three-story brick structure with two wings. The building is in good repair and well cared for.

CENSUS.

	Males.	Females.	Total.
Number of inmates	51	32	83
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	1	1	2
Number of deaf-mutes.....	1	0	1
Number of feeble-minded	5	3	8
Number of idiots.....	0	0	0
Number of epileptics	1	1	2
Number of insane ..	1	3	4
Persons over 70 years	25	16	41

Needs:

1. Electric lighting. 2. A detached hospital and resident nurse.
3. Steam drying racks for laundry. 4. Better water pressure than is afforded by attic tanks. 5. Ventilation of dormitories.
6. A veranda for women inmates. 7. Additional male helper.

LIVINGSTON COUNTY ALMSHOUSE,

Geneseo, N. Y.

Capacity, 100. Estimated value of buildings, \$53,000.

There are three buildings of brick, two of which are now occupied by inmates. They are two-story and attic buildings with roomy basements. They have been thoroughly remodeled, and are in excellent condition. The third building contains the Superintendent's residence and the quarters formerly used by inmates.

CENSUS.

	Males.	Females.	Total.
Number of inmates	49	17	66
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0

	Males.	Females.	Total.
Number of blind	5	0	5
Number of deaf-mutes.....	0	0	0
Number of feeble-minded	2	4	6
Number of idiots	0	0	0
Number of epileptics	0	2	2
Persons over 70 years	22	8	30

Needs:

1. Steam laundry. 2. Fire hose for standpipes. 3. New grain barn and silo. 4. Exterior painting of the brick buildings. 5. Employment of a nurse, preferably a trained nurse. 6. Removal of extra material from women's rooms. 7. Arrangement of men's hospital for outside entrance (or location elsewhere). 8. Transfer of defective inmates to the proper State institutions. 9. Better discipline.

MONROE COUNTY ALMSHOUSE,

Rochester, N. Y.

Capacity, 450. Estimated value of buildings, \$165,000.

The almshouse building is a brick three-story structure with basement and attic. It has two wings. The new hospital has been described above. Buildings are in good repair throughout.

CENSUS.

	Males.	Females.	Total.
Number of inmates	265	119	384
Children under 2 years	3	2	5
Children between 2 and 16	0	0	0
Number of blind	5	2	7
Number of deaf-mutes.....	1	2	3
Number of feeble-minded	11	7	18
Number of idiots	1	2	3
Number epileptics	1	1	2
Persons over 70 years	92	38	130

Needs:

1. Removal of piggery from proximity to almshouse. 2. Time detector with stations for night watchman. 3. Additional steam

radiators for the halls of the almshouse. 4. Impervious floors should be laid in the women's bathrooms, so as to make available the shower baths.

ONTARIO COUNTY ALMSHOUSE,

Canandaigua, N. Y.

Capacity, 125. Estimated value of buildings, \$20,000.

The main building is of brick, three stories high, with additions to the rear, two stories high. The front structure is very old; its interior floors and walls are settled and the cornices and sashes much worn.

CENSUS.

	Males.	Females.	Total.
Number of inmates	39	15	54
Children under 2 years	0	0	0
Children between 2 and 16	0	0	0
Number of blind	2	1	3
Number of deaf-mutes	0	0	0
Number of feeble-minded	2	1	3
Number of idiots	0	0	0
Number of epileptics	0	0	0
Persons over 70 years	17	10	27

Needs:

1. A new almshouse. 2. Indoor flush water closets. 3. Better hospital facilities. 4. Outside iron stair escapes. 5. Fully equipped steam laundry. 6. Shower baths. 7. Connection with Canandaigua water supply. 8. Ventilation flues for the rooms not already supplied.

SENECA COUNTY ALMSHOUSE,

Seneca Falls, N. Y.

Capacity, 75. Estimated value of buildings, \$16,000.

The main building is a three-story main structure with a small detached two-story stone building in the rear. The latter is used by the senile male inmates. The outbuildings complete a square

inclosure forming a neatly kept court. The buildings are in good repair.

CENSUS.			
	Males.	Females.	Total.
Number of inmates.....	28	8	36
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	0	0	0
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	3	1	4
Number of idiots.....	1	0	1
Number of epileptics.....	0	0	0
Persons over 70 years.....	10	6	16

Needs:

1. Better hospital accommodations. 2. Cottage for superintendent's residence, affording hospital rooms in his present quarters. 3. Gasoline engine for pumping water to tank. 4. A steam laundry. 5. Electric lighting. 6. Shower bath. 7. Protection of tank pipes from freezing. 8. Fire escapes and liquid chemical extinguishers. 9. Flush closet in upper dormitory for men.

STEUBEN COUNTY ALMSHOUSE,

Bath, N. Y.

Capacity, 100. Estimated value of buildings, \$30,000.

This almshouse has six cottage buildings, surrounding three sides of a square. The administration, service and men's hospital buildings are frame, but the two dormitories and the laundry buildings are brick. All are well kept and in good repair.

CENSUS.			
	Males.	Females.	Total.
Number of inmates.....	52	23	75
Children under 2 years.....	1	0	1
Children between 2 and 16.....	0	0	0
Number of blind.....	2	1	3
Number of feeble-minded.....	1	3	4
Number of idiots.....	1	0	1
Number of epileptics.....	1	0	1
Persons over 70 years.....	22	7	29

Needs:

1. A steam power laundry. 2. Steam heat in the men's building.
3. A root cellar. 4. Electric lights. 5. Indoor flush water closets in the men's building. 6. Shower bath in hospital.

WAYNE COUNTY ALMSHOUSE,

Lyons, N. Y.

Capacity, 120. Estimated value of buildings, \$75,000.

There are four buildings, all two-story cottage buildings, all built of brick except the hospital, which is a frame structure in the rear of the others. The administration building is in the center of the group, with the women's building on the west and the men's on the east. All are in good repair, well painted and orderly in appearance.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	38	29	67
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	0	2	2
Number of deaf-mutes.....	0	0	0
Number of feeble-minded.....	4	5	9
Number of idiots.....	1	1	2
Number of epileptics.....	2	1	3
Persons over 70 years.....	20	12	32

Needs:

1. The removal of the piggery from the front line of buildings.
2. Fire escapes. 3. A mangle for laundry. 4. Shower baths in men's building. 5. Steel ceiling in kitchen.

YATES COUNTY ALMSHOUSE,

Penn Yan, N. Y.

Capacity, 75. Estimated value of buildings, \$18,000.

The building is constructed of concrete and cobble and is three stories high, with a sub-story basement, and is in excellent repair.

The recent arrangement of isolation rooms in the detached laundry building makes more adequate accommodations for the county and town poor.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	27	12	39
Children under 2 years.....	0	0	0
Children between 2 and 16.....	0	0	0
Number of blind.....	2	1	3
Number of deaf-mutes.....	1	0	1
Number of feeble-minded.....	3	2	5
Number of idiots.....	0	0	0
Number of epileptics.....	0	0	0
Persons over 70 years.....	13	9	22

Needs:

1. Increased water pressure. 2. Liquid chemical fire extinguishers. 3. Better lighting. 4. Outside iron stair or tubular fire escapes. 5. Shower baths.

Respectfully submitted,

ENOCH V. STODDARD, M. D.,

Commissioner Seventh Judicial District.

REPORT
OF THE
VISITATION OF ALMSHOUSES IN THE EIGHTH
JUDICIAL DISTRICT.

REPORT OF THE VISITATION OF ALMSHOUSES IN THE EIGHTH JUDICIAL DISTRICT.

To the State Board of Charities:

The Commissioner for the Eighth Judicial District has the honor to report that the usual inspections and visitation of almshouses in his district have been made during the past year.

The relation which has existed between the State Board of Charities, and the several public institutions which the law directs it to visit, has been influenced by a reciprocal desire to secure the highest results in caring for the dependent poor. This is shown by the fact that nearly all the officers of these almshouses, and the respective County Boards of Supervisors, endeavor to improve the condition of their several institutions, in accordance with the suggestions of the State Board of Charities.

IMPROVEMENTS.

During the past decade this tendency toward the more efficient care of the poor has been marked by the introduction in the almshouses of modern and sanitary equipment, by the erection of new buildings and the rearrangement or renovation of old ones on modern lines, by much greater care in regard to variety of food, hospital treatment, and sanitary measures, and by a more careful scrutiny of expenditures so that, though the administration is much better than it was formerly, and the poor are maintained in far greater comfort, the per capita cost has not been increased. Several causes have conspired to produce this improvement. The supervision and suggestion exercised by the State has had excellent effect. The emulation of the several counties which do not wish to be outstripped by their neighbors, works toward improvement. The general prosperity of the people has made the expense more easily borne; while the frequent Conventions of Poor Officers and Conferences of Charities have had an inspiring educational effect.

In 1905 many improvements were made in the almshouses in this district, comprising eight counties of Western New York. New buildings have been added to the group of almshouse struc-

tures in Erie and Orleans counties, and much improvement made in other equipment, while in Cattaraugus and Niagara counties a considerable sum of money has been spent in additions, renovation and equipment. These improvements and the changes made in the other almshouses will be detailed in the notes on the separate institutions which follow.

HOSPITAL ACCOMMODATIONS.

In no feature of almshouse administration has greater advance been made, in recent years, than in the facilities provided for the care of the sick. Many of the aged poor are afflicted with chronic and incurable diseases, while both acute and chronic cases of illness are common among younger dependents, whose dependence is often caused by their physical ailments.

The State Board of Charities has deplored the conditions which result from the care of the sick and of those in good health, in the same apartments. The need for special diet, careful nursing, quiet rooms and removal from general quarters to prevent the spread of disease, is so great, that your Commissioner has urged the erection of separate hospital buildings in all but the very smallest almshouses, where the number of inmates is small, and the almshouse buildings are ample to provide separate rooms for the sick.

Six of the counties of this district now maintain separate hospital departments, most of them being in detached buildings, where the sick are cared for by competent nurses, and are regularly visited by the resident or visiting physician.

DIETARY.

It is suggested, in view of the comparatively short term for which the Superintendents of the Poor are elected, that a uniform dietary schedule be provided for the several almshouses of the State, arranged so as to give ample latitude for necessary variations due to local conditions, but prescribing definitely the minimum amount of food and the general arrangement of the menu, on a basis sanctioned by experienced dietitians. The institutions should also be required to keep an exact record of the daily meal service for comparison with the standard schedule. Economy

and satisfactory service demand that the preparation of food for institutions should be in the hands of competent paid cooks.

An especially important contribution to the food supplies of the institution is made by the home products of the dairy. Milk and butter are valuable in affording stability and variety to the diet. They are easily digested, nutritious, and so important in the care of the sick, that an ample supply should be provided in every almshouse.

In order not to depend, in the summer time, for the meat supply for the inmates solely on corned beef and salt pork, it is important that a good cold storage room be provided in which fresh meat can be kept. It is much cheaper when bought (or dressed) in quantity, and if a good refrigerator is provided the fresh meat affords a much more satisfactory food than meats preserved in brine.

BATHING.

In none of the almshouses of the district is the regular bathing of the inmates neglected. In Chautauqua, Erie, Genesee and Orleans counties shower baths are provided. This method of bathing commends itself for its perfect cleanliness and for the rapidity with which it is possible to handle the inmates. Shower baths should be installed in the other almshouses and in the Erie County Hospital, where many of the male patients will be able to use them. This will make the task of bathing the patients much lighter, and avoid the danger of disease from imperfectly cleansed bath tubs.

FIRE ESCAPES.

The importance of adequate means of escape, independent of the interior stairways, from the dormitory buildings in case of fire, has been urged frequently by the State Board of Charities. Your Commissioner has given personal attention to this matter in his district, and is glad to report that most of the almshouses have suitable iron stair escapes from the upper dormitory floors. The Allegany and Genesee almshouses have low buildings, but no fire escapes. The superintendents expect to have them installed during the coming year. The main buildings in Erie County have been provided with escapes, but the new building used as the nurses' home and the hospital for consumptives are not yet

equipped. In Orleans County the residence building has a good fire escape, but the wings occupied by the inmates as dormitories are not provided with outside means of descent. In all these cases your Commissioner has urged that this matter have the immediate attention of the local authorities.

WATER SUPPLY.

There is a deficient water supply in two of the almshouses in this district. Niagara County lacks water for fire protection, and in dry season, even for domestic use. Orleans County has an ample supply for domestic use, but the tanks are not large enough to afford sufficient for fire protection, and the location of the storage tanks in the attic gives an insufficient pressure. The new buildings have no standpipes and those in the main building are provided with one-inch hose only.

The Erie County almshouse has expended \$8,000 in the improvement of its water supply. It is now connected with the Depew Water Company's system and the supply and pressure are ample. The other almshouses in this district have large storage reservoirs on their farms, or are connected with a public water system, and have excellent service with the water delivered under good pressure. It is hoped that the coming year will see Niagara and Orleans Counties make similar provision in this vital matter, and have hydrants on the grounds and standpipes in the buildings.

LAUNDRY.

Each of the almshouses of this district has installed a steam laundry plant. In all of the counties except Niagara, the laundry with its high pressure boiler is located in a detached or semi-detached building. For safety of life and property, boilers, particularly high pressure steam boilers, and generations of artificial gas, should not be located in the basements of residence buildings. The laundry work of these institutions is generally well done. The steam laundry is the only efficient means of cleansing the soiled clothing and bedding of an almshouse. The results obtained in this district, and in most of the other counties of the State which have adopted the steam laundry, are economy and thoroughness.

LIGHTING.

The almshouses in Orleans, Niagara and Cattaraugus counties are lighted by kerosene oil lamps. A safer and better illuminant should be provided in these institutions. Electric lights or gas furnish better service, and, when properly installed, are safer. It is certainly imprudent to risk the lives of the officers and inmates and valuable property by the use of oil lamps in an institution where many of the inmates are feeble in mind and body, many of doubtful sanity and others perhaps subject to epilepsy.

The other almshouses of the district employ a satisfactory system of lighting.

VAGRANTS AND WAYFARERS.

Under the Penal Code, vagrants may be committed to an almshouse. In many counties such commitments are rare. Others receive many able-bodied persons in the course of a year under commitment, by a magistrate, for a short term. Where the vagrant class, so-called, are sent to the almshouse, it introduces a disorderly element hard to control with the limited labor requirements and disciplinary equipment of the almshouse. Tramps are given food and shelter at county expense in some of the almshouses in the district. Most of them, however, refuse to shelter such wayfarers. Tramps should be dealt with in accordance with the provisions of the Penal Code as able to support themselves.

Vagrancy is an offence against the law, and should be handled by the police officers rather than by the poor department. The usual apology offered for giving tramps shelter at the almshouse, is that it keeps the tramps from public or private barns, which are apt to be carelessly or maliciously burned by them. The tramp usually sleeps where night overtakes him, but the county farm is reached from all parts of a county. The experience of the counties which do not harbor tramps shows that the law should be enforced. They are no more troubled by incendiary or accidental burning of barns than when the tramps were housed and fed in their almshouses.

REVIEW OF INSPECTION.

ALLEGANY COUNTY ALMSHOUSE,

Angelica, N. Y.

The buildings are in excellent condition, and are arranged on the cross-shaped cottage plan. There are four two-story frame structures. Their capacity is 90 inmates and they are valued at \$40,000.

The men's and women's buildings were connected with the service building by open corridors. Sash and glass have been purchased and put on these corridors inclosing them from the weather.

Steam heat is provided by two boilers located in the service building basement. The principal fuel used is natural gas, which also furnishes light throughout. The ventilation is satisfactory.

A large general and dairy farm is profitably worked. There are 363 acres of land and 65 head of cattle. The profit from the dairy products alone, after fully supplying the needs of the almshouse, is about \$2,000 annually.

The general condition of the almshouse as to cleanliness and care given the inmates is excellent. The food is of good quality and sufficiently varied.

CENSUS.

	Male.	Female.	Total
Number of inmates.....	31	33	64
Children under 2 years.....	1	0	1
Number of feeble-minded.....	6	9	15
Number of idiots.....	0	2	2
Persons over 70 years.....	14	11	25

The further needs are:

1. Fire escapes on dormitories.
2. Additional female employees.

CATTARAUGUS COUNTY ALMSHOUSE,

Machias, N. Y.

The main group of buildings is arranged on the cottage plan. The administration building is in the front of the group, and the service building is in the rear. To the left are the men's dormitory building and the men's hospital building, connected

with the service building by separate inclosed corridors. The buildings for women are in similar position on the other side, though the structure erected for women's hospital use is not furnished or occupied, except by some of the female employees. These buildings are frame two-story structures.

The old stone almshouse stands at some distance to the left, and is occupied only by the keeper's family. A still older frame building behind the stone building, unsuitable for occupancy, is used as a dormitory for sixteen male inmates. A cottage about midway between the old and the new buildings is available for use as an isolation hospital.

There is room for 100 inmates in the new buildings. The estimated value of all the buildings is \$60,000.

IMPROVEMENTS.

As recommended by the State Board of Charities, fire escapes have been added to the two hospital buildings. The main dormitories were already supplied. A central steam heating plant has been installed in the basement of a newly built addition to the service department. The cellar floor has been partly cemented. Three hundred feet of three-inch hose on cart has been purchased. The grounds have been improved by setting out a row of shade trees along the driveway.

About 100 acres of the 193-acre farm are under cultivation. The farm is well managed, and the barns are in good condition. Repairs to the grain barn are provided for. There are 34 head of cattle, but only 12 were milked at the time of the latest inspection.

With the exception of the use of the old frame building as an overflow dormitory for men, the buildings were found in a neat and orderly condition. The ventilation is good. There is need for interior painting throughout the residence buildings.

The food supplies and meal service are satisfactory. The clothing is suitable and in good order. Clothing rooms, with spaces for each inmate's clothing, are provided in each dormitory building.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	75	24	99
Number of deaf-mutes.....	1	0	1
Number of feeble-minded.....	5	4	9
Number of idiots.....	1	0	1
Number of epileptics.....	2	0	2
Persons over 70 years.....	29	11	40

Improvements needed are:

1. Abandonment of old cottage and provision for more dormitory room for men. 2. A safer illuminant than kerosene oil. 3. A detached building for laundry and shower baths. 4. Repairs to cow barn. 5. A coal shed. 6. Verandas on the dormitory buildings. 7. Interior painting. 8. Furnishing and occupation of the women's hospital building. 9. A mangle for the laundry.

CHAUTAUQUA COUNTY ALMSHOUSE,

Dewittville, N. Y.

The buildings are located about one mile from Chautauqua Lake, near Dewittville, N. Y. The capacity for inmates is 250. The value of the buildings is \$113,000. The main buildings are three-story brick structures with sub-story basement. The new building for male inmates provides additional dormitory room for the more able-bodied men. It is three stories in height and is connected with the two-story brick hospital building. There is a detached brick building, one story high, located in the rear of the almshouse, used for isolation hospital purposes. A laundry building two stories high, with an addition for the heating plant, occupies a detached structure in the rear of the almshouse. The recent additions to the buildings, including the new dormitory for men, and the boiler house and heating plant, cost about \$22,000. The drainage system has been thoroughly overhauled and deepened.

The buildings are in excellent repair. All of the recent recommendations of the State Board of Charities have been complied with. The ventilation of the dormitories is good. The lighting is by acetylene gas, the generator being located in a small detached structure.

The farm contains 438½ acres, mostly a productive, loamy soil, well suited for dairy and general farming. The barns are in excellent condition, and are well removed from the almshouse. There are 100 head of cattle. About 50 cows are milked. After providing fully for the needs of the inmates, surplus butter is sold.

This almshouse is one of the best in equipment and management in the State. The wards and dormitories present a neat and homelike appearance.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	76	52	128
Number of blind.....	3	1	4
Number of feeble-minded.....	7	8	15
Number of epileptics.....	2	1	3
Persons over 70 years.....	33	27	60

Owing to the opening of the additional buildings, a larger acetylene gas generator will be required.

ERIE COUNTY ALMSHOUSE AND HOSPITAL,
Buffalo, N. Y.

The buildings are located just within the city limits of Buffalo, on a farm of 154 acres. The valuation of the land and buildings is \$675,000. The buildings can accommodate 850 inmates and patients.

The main structures are of Niagara limestone. The almshouse building is three stories high, with attic and basement, and has a rear extension of stone, with two frame annexes two stories above the basement.

The hospital is three stories high, with basement and attic. The detached hospital for consumptives and the building now temporarily used for venereal wards are two stories high. The new home for nurses is three stories high. The storehouse has two stories, and the power house occupies a one-story building. Besides these there are detached frame cottages, one for isolating cancer cases and one for scarlet fever. A stone building used as a morgue is about one-fifth mile from the hospital. The buildings are in generally good repair.

Besides the completion and occupation of the new home for nurses and the establishment of temporary wards for venereal cases in the building formerly occupied by nurses, the improvement and changes include interior painting throughout the hospitals and in half the almshouse building; the erection of a new cow barn; the purchase of many new iron beds and mattresses; an improved water system with hydrants, reels for hose at standpipes, and cementing of hospital cellar floors.

The water supply is now adequate for all purposes. The new water connection with the Depew Water Company brings water to the property under 100 pounds pressure. City water is also used, and the buildings seem well protected from fire, as a night watchman is employed and the city department responds to calls. In addition, there is a fire pump in the engine room, the main buildings have standpipes with attached hose on reels and liquid chemical extinguishers are well distributed. There is need of an electric clock and time detector with stations for the night watchman.

CENSUS.

	ALMSHOUSE.		HOSPITAL.		Total.
	Males.	Females.	Males.	Females.	
Number of inmates.....	310	75	255	108	748
Children under 2 years.....	1	1	10	12	24
Children between 2 and 16..	0	2	4	0	6
Number of blind.....	7	3	1	2	13
Number of feeble-minded...	6	8	0	3	17
Number of idiots.....	1	0	1	0	2
Number of epileptics.....	2	2	3	2	9
Persons over 70 years.....	169	33	13	18	233
State poor	6	7	—	—	13
Indian poor	5	0	—	—	5

REVIEW OF NEEDS.

At the almshouse:

1. Forced ventilation.
2. An electric clock and time detector.
3. Further equipment of new iron beds and mattresses.
4. More convenient clothing rooms.
5. An iron fence around the buildings.
6. A new mangle and an additional rotary washer.

At the hospital:

1. Better equipped operating room and better surgical facilities, including sterilizers. 2. Pavilions for treatment of venereal diseases, erysipelas, cancer and other contagious diseases. 3. A modern ambulance service under the control of the committing officer. 4. Fire escapes from nurses' home and tuberculosis hospital. 5. An elevator. 6. A new morgue. 7. Enlargement of the main kitchen. 8. Sterilizing equipment to the maternity diet kitchen. 9. A dietitian for the institution. 10. A hospital matron. 11. Washable uniform clothing for all patients. 12. A shower bath for male patients. 13. Hospital stands for the bedside in the main wards. 14. Remodeling of the old home for nurses, as a maternity and nursery department.

GENESEE COUNTY ALMSHOUSE,

Linden, N. Y.

The buildings are frame and two stories high, with attics and cellars. The almshouse consists of an administration building, with a rear extension for the service department by inclosed corridors. The buildings have been thoroughly renovated and are in excellent condition. There has been interior painting and varnishing throughout, a tank placed in the attic for rain water service, with a new windmill attached; cement walks have been laid and the yard graded. The buildings are worth \$35,000, and will accommodate 100 inmates. The main supply of water is from a covered reservoir on the hillside, which furnishes water under 22 pounds pressure. The reservoir is filled by a hot air engine from a well on the premises and by windmill from a well near the reservoir.

The buildings are heated by direct steam radiation, from two boilers located in the basement of the women's building. The dormitories are provided with ceiling ventilators which discharge into the attic. These should be carried through the roof by metal flues.

The condition of the almshouse, as to cleanliness and care afforded the inmates, is excellent. The farm, containing 246 acres,

is productive and devoted to general crops. The barns and out-buildings are kept in good order. There are 37 head of cattle, of which 17 cows are milked.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	52	12	64
Children between 2 and 16.....	2	0	2
Number of blind.....	2	1	3
Number of feeble-minded.....	6	5	11
Number of idiots.....	2	0	2
Number of epileptics.....	1	0	1
Persons over 70 years.....	22	6	28

Further improvements are recommended as follows:

1. Fire escapes. 2. Stamped steel wall covering in the dormitories. 3. Hospital appliances and equipment, including a drug room. 4. Iron beds in the almshouse dormitories. 5. Additional helpers for nursing and general housework.

NIAGARA COUNTY ALMSHOUSE,
Lockport, N. Y.

The buildings are located about three miles from Lockport. The almshouse is a brick and stone building two stories high, with basement and attic. The central part, which is slightly higher than the wings, is used by the administration department. The right wing is chiefly occupied by women. The left wing and rear extension is used as dormitories for men. This building is an old but solid structure, and, since the recent improvements, is in much better condition than formerly, though further interior improvements are desirable. About \$8,000 has been expended in partial renovation of the almshouse. The roof is newly shingled, the building repainted outside and within, two new heating boilers installed, with two new brick chimneys for same, new door and new windows on the south, or front side, cement walks and new interior water closets with flush bowls. The hospital is a two-story frame structure in excellent condition.

The total valuation of buildings is now \$35,000, and the capacity is 150. They are heated by steam, the three boilers being

located one under each wing of the almshouse, and one in the hospital basement. Kerosene oil lamps provide a dangerous and inadequate lighting service. The inmates are generally well cared for, both as regards food and clothing, and as to medical care and nursing; but more radical measures of extermination should be employed to rid the buildings of bed vermin.

The water supply is entirely insufficient. Three springs are inclosed by separate masonry reservoirs. A few barrels of water is all they usually contain. There should be an adequate supply under sufficient pressure for fire protection and an unfailing supply for domestic use.

The farm is partly stony. There are 170 acres, about 100 being cultivated. Only nine cows are now kept, six being milked. The products are insufficient for the needs of the institution.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	134	32	166
Number of blind.....	1	1	2
Number of deaf-mutes	1	0	1
Number of feeble-minded.....	4	5	9
Number of epileptics.....	0	1	1
Persons over 70 years.....	38	12	50

The main needs are:

1. A larger reservoir for water, with power pump.
2. Hydrants and standpipes with hose, for fire protection.
3. Electric lights.
4. Shower baths.
5. Kitchen range and boilers.
6. Hospital pavilions for contagious and infectious cases.
7. A competent institution cook.
8. Interior renovation of dormitory rooms, including stamped metal sheathing.

ORLEANS COUNTY ALMSHOUSE,

Albion, N. Y.

The new buildings and work of renovation of the past year have given this almshouse a greatly improved appearance and enlarged facilities. The main building is a brick structure three stories high, with two wings, one occupied by men and one by women, as dormitories. The wings are two stories high. A one-

story frame cottage for men accommodates twenty of the senile and feeble-minded men. The new laundry and boiler house is of brick, one story with basement, located in the rear of the main building, and connected with it by a frame inclosed corridor. East of the main building is the new hospital, a brick two-story building, with sub-story basement and attic. It is connected, by a stone and brick double corridor, with the basement and main floor of the almshouse. The capacity of the buildings is now 150, and their estimated value \$80,000.

The new hospital and laundry were opened June 15, 1905. The other improvements include new cement walks, private telephone system, two new hot water boilers, mangle added to the laundry equipment, steam pumps for hard and soft water, a detention cell in the laundry building, renovating the old laundry building as an additional dormitory for men, new dining room for officers, rearrangement of the basement service rooms, grading of yards, removal of the old frame hospital building and interior alterations in the wing now occupied by women.

The buildings are heated by steam from the central plant in the new boiler house. The ventilation and general sanitary equipment are satisfactory.

The valuable property is endangered by the use of kerosene oil lamps. The water supply is from wells raised by steam pump and windmill to a 120-barrel tank in the attic of the main building. This affords deficient pressure for fire protection. Standpipes with one-inch hose attached are in the almshouse. The hospital is not equipped with standpipes.

The exterior means of escape from the dormitory wings and from the hospital in the event of fire are insufficient.

A good farm of 155 acres is connected with the almshouse. There are 13 head of cattle, 7 cows being milked. Additions should be made to the dairy herd.

The general administration of the almshouse is entirely satisfactory. Superintendent Ervin Posson assumed charge December 10, 1905, by appointment of the Supervisors, on the resignation of former Superintendent V. D. Ludington, which was presented soon after his reelection for another term. Mr. Ludington's last year in office was marked by the erection of the new

buildings, which, with the other improvements named above, have afforded a home for the aged dependents of Orleans County in which its citizens may have just pride.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	60	24	84
Number of blind.....	4	2	6
Number of deaf-mutes.....	0	1	1
Number of feeble-minded.....	2	5	7
Number of idiots.....	6	2	8
Number of epileptics.....	4	0	4
Persons over 70 years.....	23	8	31

The further needs for improvements include:

1. Better water pressure, with hydrants and standpipes, for fire protection. 2. A safer illuminant than kerosene oil. 3. A coal shed. 4. A smoke house. 5. Hospital beds and bedding in ward "A" (in the hospital basement). 6. Improvement of the operating room. 7. Outside fire escapes from the wings of the almshouse and rear veranda of the hospital. 8. Linen closet and clothing sterilizer for the hospital.

WYOMING COUNTY ALMSHOUSE

Varysburg, N. Y.

There are three frame buildings two stories high, which have a capacity for 90 inmates, and are worth, including the barns and outbuildings, \$30,000.

The central building is the administration department and keeper's residence. Its rear extension is used as a service department. The inmates' dormitory buildings are connected with the service department by open corridors. There is a small detached cottage in the rear of the women's building which is unoccupied. It is available for isolation purposes, but it should be fitted up for general hospital use. The laundry building is a detached one-story building behind the service building.

The only improvement of note during the past year is the purchase of 24 new beds, enameled iron frame, with woven wire springs, for the women's building.

The inmates present a clean and neat appearance and evince kind treatment and good care. Their rooms are clean, neat and entirely free from vermin.

The central building is heated by steam. The dormitory buildings have each a hot air furnace. Carburetted hydrogen gas is used for lighting. The water supply is from a spring-fed reservoir, which delivers water under 56 pounds pressure. Outside hydrants, with 600 feet of three-inch hose on a reel, and interior standpipes with attached hose, are provided.

Outside stair escapes of iron are provided on the dormitory buildings.

The farm is an excellent one, of 350 acres, 100 acres of which were added in 1905.

The dairy contains 60 head of cattle and surplus butter is sold.

CENSUS.

	Males.	Females.	Total.
Number of inmates.....	25	20	45
Number of blind.....	1	0	1
Number of deaf-mutes.....	0	1	1
Number of feeble-minded.....	7	9	16
Number of idiots.....	4	4	8
Number of epileptics.....	1	0	1
Persons over 70 years.....	8	5	13

Improvements needed are:

1. A mangle for the laundry. 2. Renovation of detached cottage for a hospital. 3. Extension of steam heat to the dormitory buildings. 4. Hot water connections and shower baths in each dormitory. 5. Liquid chemical fire extinguishers. 6. Flooring and metal sheathing in the women's building. 7. Repairs to water closets. 8. New tin roof on administration department.

Respectfully submitted,

WILLIAM H. GRATWICK,

Commissioner Eighth Judicial District.

REPORT
OF
INVESTIGATION INTO THE AFFAIRS AND MANAGEMENT
OF

“The Westchester Temporary Home for Destitute Children” at
White Plains; made by a Special Committee of the State
Board of Charities, March 2d, 1905.

REPORT OF INVESTIGATION INTO THE AFFAIRS AND MANAGEMENT OF "THE WESTCHESTER TEMPORARY HOME FOR DESTITUTE CHILDREN."

THE CAPITOL, ALBANY, N. Y., *March 2, 1905.*

The undersigned Commissioners, constituting the committee appointed in conformity with the resolution adopted by the Board at its meeting of November 15th last, to investigate the affairs and management of the Westchester Temporary Home at White Plains, N. Y., beg leave to submit the following report:

Your committee, accompanied by the secretary of the Board, the superintendent of inspection, and the Board's stenographer, visited the Home on December 12th, 13th and 19th, and held an inquiry there. The secretary had previously notified the board of managers of the proposed investigation through its president, Mr. James Wood, who, with Mrs. Richard M. Hoe, the treasurer, was present during the sessions of the committee and took part in the examinations of the witnesses.

During the investigation, several of the managers, the superintendent, other officers and employees were examined under oath. The administrative portions of the buildings were inspected, the classes and schools visited during their recitations, and the dining room inspected while the children were at their meals.

OBJECTS OF THE HOME.

The Westchester Temporary Home was incorporated March 4, 1880, as "The Westchester Temporary Home for Protestant Children." Its object was stated to be "to receive such children, who or whose parents are of the Protestant faith, as may be committed to its care by the superintendents of the poor of Westchester County in the State of New York, in a temporary home in which such children shall be cared for and receive education and industrial training, until they shall be placed in suitable permanent homes in families or transferred to asylums or reformatories, as may be deemed necessary and advisable.

The Home was reincorporated June 28, 1883, under the name of "The Westchester Temporary Home for Destitute Children." Its object under the reincorporation was stated to be "to receive all such children as may be legally committed to its charge or care in a temporary home in which such children may be maintained, nursed and taken care of, and receive instruction, training and discipline, and be taught to labor in such useful manner as may be instructive and conducive to the future usefulness of such children until they shall be, under the care and direction of the society, placed in proper and suitable families and homes, as may be deemed most advisable, or be otherwise disposed of according to law. And it is the further object of this society to look after and exercise such friendly and parental guardianship over such children as they may be able and by law entitled to do until they arrive at the age of majority."

While the committee considered most carefully the subjects to which attention was drawn in reports of inspection as requiring correction, and intends to refer to them at length in this report, it noted with pleasure and desires to commend other features of the administration.

The dormitories were found to be of good size, with ample air space and well lighted by windows. The school rooms were well equipped and ventilated. The kitchen, dining room and physician's room all seemed well adapted to their several purposes.

It should be stated that some of the defects of administration herein referred to are mainly owing to the lack of sufficient means with which to carry on the work, in closer accordance with the desires of the managers.

The subjects chiefly considered by the committee were the fire protection, toilet facilities, classification of the inmates, food supplies, methods of discipline, the night service and general administration.

For several years past the character of the Home, originally established for the care of destitute children, has been somewhat changed by the admission of truant and delinquent children. At the time of the examination there were, as appears from the testimony of the superintendent, 163 children in the Home, 105

of them committed for destitution, 32 for truancy and 21 because of other delinquencies. The remaining five were boarders. The ages of the children, of both sexes, ranged from three to sixteen years. The Home is under the control and management of a board of twenty-eight managers — both men and women — residents of Westchester County. The managers are reputable citizens and some of them have given much time and thought, and contributed of their means, to the work of the Home.

FIRE PROTECTION.

The main building of the institution is a three-story non-fireproof brick structure, the two upper floors of which are used for dormitory purposes and without fire escapes. This building is provided with exits and stairs at each end of the dormitories, which would not with certainty prove adequate in the event of fire. The practice of keeping certain doors leading from the dormitories locked at night reduces the opportunities for prompt exit in emergencies. The danger from smoke often prevents the use of inside exits and stairs, and hence it is advisable to have outside fire escapes.

The executive committee of the board of managers of the Home has approved the recommendation of the Board that a fire drill be instituted, and has instructed the superintendent of the Home to carry the recommendation into effect. The fire drill, however, had not been instituted up to the time of the committee's inquiry. On this subject the superintendent testified as follows:

“Q. Now, Mr. Pierce, will you kindly explain to the committee whether there is any fire drill here either for the children or for the employees?

A. No; no more than this, that I have directed every attendant in all the departments in case of lamps taking fire to take a blanket from off a bed and cover it first, and also how to use the fire extinguishers. That is as far as I have done anything.”

In the opinion of the committee, the board of managers of the Home should provide outside fire escapes and cause the institution of a fire drill at the earliest moment. It was testified at the examination that it would probably take half an hour for the fire engines from White Plains to get to the Home, which emphasizes the importance of these recommendations.

THE TOILET FACILITIES.

Except in connection with the dormitories, these facilities seem to be adequate. When the main building was erected, water closets for the children were not provided in connection with the dormitories. To meet this defect, the children are required to use metal toilet pails in the open dormitories. This antiquated and very objectionable method should be discontinued and suitable closet facilities provided in connection with the dormitories. Until closets are furnished and while the use of pails is continued, a portion of each dormitory should be screened for the use of the children.

CLASSIFICATION OF THE INMATES.

There is practically no classification of the inmates of the institution except by age and size. Although children committed for some minor delinquency may frequently be of a higher moral standard than some of those committed for destitution, it is nevertheless very important that institutions of this nature should be so arranged as to permit classifying the inmates into grades according to the characteristics they are known to have, or which they manifest while under supervision in such institutions.

In the opinion of the committee the Home would render a greater measure of public service if it would restrict its work to the temporary care and placing out of the younger class of children committed for destitution. The older and more incorrigible should be cared for in other institutions adapted to the management of that class.

FOOD SUPPLIES.

In the examination of the food question, the committee had the services of Miss Florence R. Corbett, dietitian of the Department of Public Charities of the city of New York, who made an examination of the dietary and testified on December 19th. According to Miss Corbett's estimates, the children do not receive sufficient protein and fats in their food. She recommends that these deficiencies be corrected by giving them eggs twice a week, and butter on their bread once a day.

Owing to the lack of complete records, the committee experienced difficulty in ascertaining even approximately, how much food was served to the children. This should be made a matter of definite record so that it can be determined how much of the food consumed, and particularly of the meat, is used by the children, and how much by the employees.

In the opinion of the committee the dietary of the Home, while of good material and apparently well prepared, was not sufficiently varied to meet the needs of the children. It consisted too largely of cereals, soups, stews, and other liquid or semi-liquid foods, which require slight mastication. On visiting the dining room while the children were at their meals, it was noticed that the meat was so served that the children could not eat it without taking it in their fingers. It was also noticed that the children did not each have a cup or glass of drinking water, but two or more drank from the same bowl. Nor did each child have its own napkin. The seating at the table was on benches and not on chairs according to modern custom. The use of drinking vessels and napkins in common is prejudicial to health and the use of benches instead of chairs has properly been discontinued in the best regulated institutions for children.

The committee recommends that the dietary of the children be improved by the addition of more solids and fats, such as eggs and butter and that meat and bread be served in such form as to be more easily eaten.

METHODS OF DISCIPLINE.

The method of disciplining the more troublesome boys is to confine them in wooden cage-like cells or lock-ups, in some cases for protracted periods, day and night, without proper toilet facilities and without an officer of the institution being on duty in the room where these cells are located. These cells or lock-ups were found to be too small to permit the larger boys to lie in them at full length. They were situated on the second floor of the two-story wooden building used in part as a play room and in part as a school for the teaching of sloyd. This building contains much inflammable material and would probably burn very quickly should it take fire, in which event it might prove diffi-

cult to rescue the children even though the fastenings to the doors of the lock-ups are easily removable from the outside. This delinquent and troublesome class of children is evidently out of place in the Home. They should be transferred to some institution more particularly adapted for their care. This would obviate the necessity for their isolation at the Home and would, doubtless, have a deterrent effect upon others inclined to follow their example. If, however, they are kept in isolation at the Home, it should be under more satisfactory conditions and other provision for their care should be made and the use of the lock-ups at once discontinued.

THE PLACING OUT OF CHILDREN.

It appears to your committee that suitable investigation and records are lacking in the cases of children placed out in families. In answer to inquiries the superintendent of the Home testified that no record was kept of testimonials showing the character of the homes in which children were placed out, but that they knew the people of Westchester County pretty well and there was always someone they could get recommendations from. Under such circumstances it seems impossible for those having the right to know and consider the facts, to determine to what extent due care and discretion are exercised by the superintendent of the Home in carrying on the work of placing out children. The following testimony given by the superintendent, Mr. Pierce, indicates that care and discretion are not always observed in such work:

“Q. What was there about the cases of Elliott Thompson and Arthur Thorne?

A. About the time this little fellow ran away and came back here, within a few hours, I received word from the Society (for the Prevention of Cruelty to Children) asking us to look up these cases, that they had heard they were not properly treated, and I asked Mrs. Hoe if she would have a visitor visit that home at once and if the condition of the children was such as represented, to have him return them here. This was Mrs. Elliott, Mrs. M. I. Elliott, Mount Hope; she had them for picking berries and helping out; at Mount Hope a ways above Yonkers, a little

ways. This boy Elliott Thompson had run away before the visitor got there. She had returned Thorne, aged ten years, on May 18, and Elliott Thompson she got the same day.

Q. What were the specific facts of the complaint against the woman?

A. That the woman was drunk some, and that she had not been treating them well. The children said she drank sometimes; we never saw her under the influence of liquor.

Q. What is your recollection of her references?

A. I don't just remember who recommended; someone from that locality.

Q. How long did she have them?

A. From one May until the first of October. I think I had visited them once before."

THE NIGHT SERVICE.

The executive committee of the board of managers of the Home also approved the recommendation of this Board that the watchwoman of the Home, who is responsible for the safety of the inmates of the main building during the night, be required to use a time clock, and such a clock was provided. It was found at the hearing, however, that this clock had been out of order and consequently not in use since October 31, 1904, a period of over six weeks, and that the superintendent of the Home was acquainted with these facts. The following is from his testimony on the subject of the use of the clock:

"Q. Will you read this dial for us?

A. I don't know as I can; this is a very incomplete thing. I am perfectly willing and frank to say that this has been in existence only for a short time and we haven't looked at it every morning, because we feel that we have a good, honest, conscientious woman doing the work at night.

Q. You have a night watchwoman charged with a responsible duty; shouldn't you know the system sufficiently well to tell us whether she is doing her duties or not?

A. It is practically a nullity, that system so far. We have only had it a short time."

In the opinion of the committee the watchwoman's time clock should be continued in use and the dial carefully examined each day in order to make sure that the watchwoman is giving attention to her duties.

GENERAL ADMINISTRATION.

Throughout the inquiry the committee was impressed by the fact that too much discretion was allowed the superintendent. The records of the Home are not kept in such a way as to show to those having the right to inquire, whether his official acts in important particulars are as careful and thorough as conditions demand they should be. While it is ordinarily considered good policy to vest large powers in the superintendent of an institution, the board of managers should at all times be informed as to the use of such powers. It is questionable whether in the present instance they have been prudently exercised.

It appears that when the superintendent of the Home is absent from duty, no one person at the institution is assigned to take his place and be responsible for the care and protection of the inmates. The explanation given was that each department has its officer and hence there is no need of other supervision. The committee, however, regard it as of great importance that in the absence of the superintendent some responsible person be assigned to have temporary charge of the whole institution.

From a report by Inspector Oppenheimer and the testimony of the superintendent, it appears that in three separate cases, and in one of them twice, during the past five years, girls intrusted to the care and protection of the institution have become mothers through improper intercourse with men employees of the Home. These incidents in the history of the Home show a lack of care that is most reprehensible. There is no record to show that proper inquiry has been made in the selection of employees. In the case of one of the men referred to, this is illustrated by the following testimony of the superintendent:

“Q. Now you say this man was a Normal College graduate and well recommended; how did you get him?

A. Through an agency.

Q. Have you the recommendation on file?

A. No; it was by word of mouth.

Q. Whose statements?

A. I don't remember just where I got him, whether it was through Schermerhorn's agency or some other.

Q. Did you see any recommendations that you can recall with relation to this man?

A. No more than you ordinarily do. I don't remember how or where I got Mr. Atkins."

These experiences should indicate the importance of making careful inquiries with relation to applicants for employment, and of keeping a record of the results. In no other way does it seem possible for the superintendent to furnish satisfactory proof that he has used due care and diligence in this most important matter.

When the attention of the State Board of Charities was first called to these occurrences at the Home, in a report made by Inspector Mary S. Oppenheimer, under date of March 31, 1904, a copy of the report was sent to Mr. James Wood, the president of the board of managers of the Home, with the request that the Board be informed as to the action taken in the matter. In answer, President Wood, in a communication dated April 16, 1904, stated that Inspector Oppenheimer's report had been considered by the board of managers of the Home and that they had decided to employ a special matron. On this subject the superintendent, Mr. Pierce, gave the following testimony:

"Q. A copy of this report was brought to the attention of the board of managers and Mr. Wood answered saying it had been considered and arrangements had been made to employ some woman who would have a closer jurisdiction over these girls; has that been done?

A. Yes.

Q. Whom have you now?

A. Miss Marshall. She has charge of the small girls' dormitory and the clothing of the larger girls. She is acting in the place of the woman who was matron; up to the present we haven't given any woman the title of "matron." She has occupied the room, but we haven't so designated her by that name.

Q. What other arrangements have you whereby to make certain that none of these girls are for a moment left alone with any man in the institution?

A. We think that is enough.

Q. Does this employee have these girls continually under her eye night and day?

A. Not nights; an attendant sleeps up there in a room adjoining.

Q. Are your arrangements such as to insure that the girls will not be left alone with a man at any time?

A. That is a very close question. We are doing everything we can to prevent the recurrence of such a thing. We ran for twenty years without any such a thing. We don't think we have been lax; such things sometimes occur in private families.

Q. How many girls have you in your institution who have reached the child-bearing age in your judgment?

A. About twelve to fifteen. There are from twelve up.

Q. Is this about the average or have you had more or less in other years?

A. I think we have had more before; we have usually had more.

Q. Your arrangements even at present are not such as to insure that no girl is at any time left with any man employee?

A. I don't understand your question.

Q. I am asking whether your arrangements at present are such as to insure that no girl is left alone with a man employee.

A. Yes; as far as possible to do so.

Q. Not absolutely so?

A. Yes; I will say absolutely so."

The committee was especially impressed by these unfortunate occurrences with the necessity of a more direct and personal care of the girl inmates, such as should be secured by the employment of a competent matron, vested with due authority, and held responsible for the enforcement of the rules and regulations of the board of managers and the orders of the superintendent.

The foregoing report is respectfully submitted for the consideration of the Board.

AUGUSTUS FLOYD, *Chairman,*

STEPHEN SMITH, M. D.,

WILLIAM R. STEWART,

Committee.

PRELIMINARY REPORT

OF

INVESTIGATION INTO THE SUBJECT OF INFANT MORTALITY

AT THE

Infants' Hospital at Randall's Island and Institutions Under
Private Management for the Care of Infants in the
City of New York, Made by a Special Com-
mittee of the State Board of Charities

July 12th, 1905.

PRELIMINARY REPORT OF INVESTIGATION INTO THE SUBJECT OF INFANT MORTALITY.

To the State Board of Charities:

The undersigned Commissioners of the Board, constituting the Special Committee appointed pursuant to the resolution adopted by the Board at its meeting of March 2d last, to give a hearing to representatives of the Medical Board of the New York City Children's Hospitals and Schools and others interested in the subject of infant mortality at the Infants' Hospital at Randall's Island, and institutions under private management for the care of infants in the city of New York, beg leave to submit the following report:

An inquiry into the mortality at these institutions for infants was commenced by the Board on the request of Hon. Edward M. Grout, Comptroller of the City of New York, contained in a communication dated November 21, 1904. Officers of his department had previously considered the subject, in conference with Commissioner James H. Tully of the Department of Public Charities of the city, with the result that the Commissioner, on June 1, 1904, discontinued the reception of infants at the Infants' Hospital on Randall's Island and caused them to be sent to private incorporated institutions for the care of infants to be there maintained at the per capita rate of 38 cents a day allowed by the city for the care and maintenance of such dependents. Most of these infants were sent to the New York Foundling Hospital and the New York Infant Asylum.

The reason given by the Commissioner for this action is that he found it impossible to secure a sufficient number of wet nurses to care for the children at the hospital on Randall's Island, and that without such nurses the mortality would be excessive. In support of these views, Commissioner Tully presented a statement showing the death rate of the infants wet nursed in comparison with that of the infants bottle fed, covering the years 1897 to 1903, inclusive. By this table it appears that the percent-

age of deaths for the infants wet nursed ranged from 2.17 to 28.57, and of those bottle fed from 33.40 to 73.10 during the years named.

Questions having arisen, however, as to the desirability of transferring the care of the infants to the private institutions, the State Board of Charities was requested to make an inquiry. Whereupon, Cyrus C. Lathrop, Inspector, was detailed by the Secretary of the Board to inquire into the death rate at the infants' institutions. At the meeting of the Board held on March 2d, 1905, Inspector Lathrop submitted his report giving the following statistics:

COMPARATIVE TABLES

ADMISSIONS, DEATHS AND PERCENTAGES, WITH PER CAPITA COST OF MAINTENANCE AT THE INFANTS' HOSPITAL, RANDALL'S ISLAND AND FIVE PRIVATE HOSPITALS AND ASYLUMS TO WHICH CITY CHARGES ARE SENT.

NAME OF INSTITUTION.	1901.			1902.			1903.			1904.			FOUR YEAR PERIOD.		NOTES.
	Admitted.	Deaths.	Percentage of deaths.	Admitted.	Deaths.	Percentage of deaths.	Admitted.	Deaths.	Percentage of deaths.	Admitted.	Deaths.	Percentage of deaths.	Average death rate by percentage.	Average death rate by admissions and deaths.	
Infants' Hospital, Randall's Island (full year).....	1,028	193	18.77	820	193	23.54	542	109	20.11	345	61	17.68	20.02	20.32	Per capita cost per day.—For 1901, \$1.1624; for 1902, \$1.4978; for 1903, \$1.6705. Estimated upon cost of first 6 months only, \$1.598. *All from Bureau of Dependent Adults.
June 15 to December 31....	371	90	24.25	266	104	39.09	198	55	27.77	*13	5	38.46	32.39	29.95	Per capita cost per day 38c. *Of 56 committed from Bureau of Dependent Adults, 16 died =28.57 per cent. Of 11 committed from B. D. Children 4 died=36.36 per cent. of 11 not known 2 died=18.18 per cent.
New York Infant Asylum (full year).....	691	115	16.64	586	103	17.57	385	67	17.40	531	114	21.46	18.27	18.19	
June 15 to December 31....	.....	.....	.....	.....	.....	.....	.....	.....	.....	*78	22	28.20	.....	28.20	
New York Foundling Hospital (full year).....	2,448	529	21.61	2,572	669	26.01	2,541	708	27.86	2,659	859	32.30	26.94	27.05	Per capita cost per day, 38c. *All from Bureau D. Adults.
June 15, to December 31....	.....	.....	.....	.....	.....	.....	.....	.....	.....	*78	27	34.61	.....	34.61	

COMPARATIVE TABLES—Continued.

NAME OF INSTITUTION.	1901.			1902.			1903.			1904.			FOUR YEAR PERIOD.		NOTES.
	Admitted.	Deaths.	Percentage of deaths.	Admitted.	Deaths.	Percentage of deaths.	Admitted.	Deaths.	Percentage of deaths.	Admitted.	Deaths.	Percentage of deaths.	Average death rate by percentage.	Average death rate by admissions and deaths.	
Nursery and Child's Hospital, New York, City Branch (full year).....	145	37	25.51	148	28	18.92	129	32	24.80	154	24	15.58	21.20	21.01	Per capita cost per day, 38c. *All committed from Bureau of Dependent Children.
June 15 to December 31.....	.....	.....	.....	.....	.....	.....	29	10	34.42	*56	21	37.50	35.99	36.47	
Nursery and Child's Hospital, Country Branch (full year).....	20	5	25	13	3	23.07	13	5	38.46	17	2	11.76	24.57	23.81	Per capita cost per day, 38c. *Nearly all committed from Borough of Richmond.
June 15, to December 31.....	20	5	25	6	2	33- $\frac{1}{3}$	8	2	25	*13	0	0	20.83	19.15	
Misericordia Hospital, New York City (full year).....	79	8	10.12	128	26	20.31	209	28	13.39	306	72	23.52	16.83	18.56	Per capita cost per day, 38c. *All committed from Bureau of Dependent Children.
June 15 to December 31.....	.....	.....	.....	.....	2	25	19	6	31.58	*44	1	2.27	19.61	12.67	
Hebrew Infant Asylum (full year).....	59	12	20.34	50	19	38	39	6	15.83	35	5	14.28	32	22.95	Per capita cost per day, 38c. *Committed from Bureau of Dependent Children.
June 15 to December 31.....	20	14	70	11	4	36.36	16	4	25	*11	1	9.09	35.11	39.66	

While these statistics are interesting and should be of service in the consideration of this subject, they should not be received as truly indicative of the relative value of the work of the several institutions. There are many modifying conditions which should receive consideration. The classes of children received at the institutions enumerated in Inspector Lathrop's report and the conditions under which they are received and discharged are not comparable in some important respects.

The New York Foundling Hospital receives a large number of illegitimate children, who are not only subject to the usual diseases of infancy, but are also in many cases afflicted with serious inherited diseases, and have enfeebled vitality arising from prenatal causes which are generally understood and recognized. Such infants, having been left under the permanent care of the institution, are not as a rule reclaimed by their parents and consequently remain for much longer periods of time than do hospital cases generally. These facts should not be overlooked when the death rate of this hospital is considered.

As the result of a subsequent inquiry and report by Inspector Lathrop, some additional statistics have been presented for the committee's consideration. These are generally conceded to set forth the death rate of the institutions affected in a more equitable manner, as follows:

	Period of reception of infants.	Percentage of deaths, whole num- ber.	Percentage of deaths, mothers' children.	Percentage of deaths, orphan children.
Infants' Hospital,	June 15th to			
Randall's Island	Dec. 31st 1903	27.77	11.206	51.219
New York Foundling	June 15th to			
Hospital	Dec. 31st 1904	34.61	00	38.57
New York Infant	June 15th to			
Asylum	Dec. 31st 1904	28.20	11.11	33.33

This inquiry has been complicated by the allegation that many of the infants were discharged from the Infants' Hospital on Randall's Island in 1903 in a dying condition. Mr. Folks, who was Commissioner of Charities in 1903, denies that there is any substantial basis for this statement.

Unfortunately no proper records have been kept showing the condition of the children at the time of discharge; in only 49

cases out of a total of 325 children discharged in 1903 is there a record of the child's condition when discharged. This increased the difficulty of determining this question satisfactorily. In an examination of the records of the Department of Health, however, only 17 death certificates were found in a total of 325 infants discharged during 1903.

The testimony of the employees of the Infants' Hospital shows that many of the mothers admitted with their children were of a semi-vagrant character and not being prisoners were at liberty to come and go with their children as they chose. The discharge records for 1903 show that a considerable percentage of such mothers with their children remained but a fortnight or less at the Infants' Hospital at Randall's Island, and left with their children, in some cases apparently without particular regard to the physical condition of the children. Whatever the condition of such children upon discharge, these short term cases, 90 in number and more than a quarter of the total number discharged, operated very materially in reducing the death rate at the Infants' Hospital on Randall's Island.

These points serve to indicate, to some extent at least, why the statistics should not be considered apart from the varying conditions in the several institutions.

With reference to the per capita cost of maintaining the infants at the Hospital on Randall's Island, ex-Commissioner of Public Charities, Homer Folks, states that, as nearly as he could estimate it, this amounted to about 93 cents a day. The committee is satisfied that it was, approximately, three times as great as the per capita amount paid by the city to the private institutions. But owing to the complex system of bookkeeping whereby the accounts of several institutions on Randall's Island were merged, it is not possible to state definitely the actual per capita cost.

After the reception of the Inspector's report your committee gave hearings at the New York office of the Board on March 22d and 30th, and on April 7th and 14th. Among those who appeared and gave information were Hon. James H. Tully, Commissioner of Charities; Hon. Homer Folks, Secretary of the State Charities Aid Association; Dr. D. C. Potter, Chief Examiner of Accounts

of Institutions, of the Department of Finance of the City of New York; Dr. David Bovaird, Jr., Dr. W. L. Stowell, and Dr. Thomas S. Southwell, of the Medical Board of the New York City Hospitals and Schools, and Mr. Francis B. Griffin, Treasurer of the New York Infant Asylum. Subsequent to the close of the hearings Commissioners Stewart and Smith visited and made inquiries at all the institutions affected, and examined their work and equipment.

The following table shows the names and locations of the institutions visited, their normal capacity, and census, the number of public charges, and the number of children boarded out at the date of this report:

Names and locations of institutions.	Normal capacity.	Mothers.	Number inmates children.	Public charges children.	Children boarded out.
Infants' Hospital, Randall's Island	250	0	17	17	0
New York Foundling Hospital, 68th St. and Lexington Ave.....	951	119	640	1911	1337
New York Infant Asylum, 61st St. and Amsterdam Ave.....	243	80	76	186	142
Nursery and Child's Hospital, 51st St. and Lexington Ave.....	240	54	142	86	0
Hebrew Infant Asylum, 161st St. and Eagle Ave.....	153	0	153	145	0
Misericordia Hospital, 331 East 86th St.	320	110	143	110	0

In the course of the investigation by the committee many facts of importance were elicited which have a bearing upon the future of these institutions for the care of infants. The committee confines this report mainly to the consideration of the subject of infant mortality. It would, however, be pleased to give the general subject further consideration and will endeavor to do so if that is the pleasure of the Board.

The committee concludes that Commissioner Tully, in deciding to commit to private institutions infants of the general class formerly sent to the Infants' Hospital on Randall's Island, has acted with reasonable discretion and in accordance with law and the general custom throughout the State. Since 1875 it has been the custom to care for dependent children in private institutions,

and the care of such children at the Infants' Hospital on Randall's Island has been one of the few exceptions to the rule.

In the opinion of the committee such infants can receive at least as good care in the private institutions of the City of New York as they received at the Infants' Hospital on Randall's Island. It will, moreover, be the duty of the Commissioner of Charities to make sure by careful supervision that all such infants committed by him to private institutions receive proper care and attention at these institutions. The fact that the private institutions are under philanthropic management and control, and are uniformly free from political changes and partisan influences, is distinctly in their favor, as these conditions are conducive to the continuity of good administration and facilitate progress.

The work of these institutions can no doubt be materially improved, and it will be the duty of the State Board of Charities to see that this is done so far as practicable.

Your committee takes this opportunity to state that it is of the opinion that the New York Infant Asylum and the Nursery and Child's Hospital can be better fitted to render public service by their consolidation. We accordingly recommend that their respective boards of managers give this subject their careful consideration. If such consolidation is not effected, it will be desirable for the Nursery and Child's Hospital to follow the example of the Foundling Hospital and the Infant Asylum by boarding out as many of its charges as practicable. This course should be followed by all of the institutions.

The committee also recommends that the following matters receive the careful and continuous consideration of the managers of the private institutions for the care of infant children:

1. The quality of the milk supply and its sterilization.
2. The homes in which children are boarded out. These should be visited in every case as soon as possible, and whenever practicable before the children are placed. They should also be revisited frequently at unexpected times in order to make sure that the children are receiving due care and attention. A careful record of the results of such visits should also be made.

3. The individual records showing the condition of the children when received, during retention, and when discharged, should also be carefully kept.

In the course of our visits to the private institutions the statement was made that infant children had frequently been transferred to them in a moribund condition. This would appear to be inexcusable and great care should be exercised to prevent any future occurrences of this nature.

All of which is respectfully submitted.

(Signed) WILLIAM R. STEWART, *Chairman,*
STEPHEN SMITH, M. D.,
MICHAEL J. SCANLAN,
Committee.

New York, July 12, 1905.

STANDARDS FOR DIETARIES
IN
CHARITABLE INSTITUTIONS.

A HANDBOOK

For Superintendents, Matrons, Housekeepers and other Officers
Who Are Responsible for the Dietaries of Charitable
Institutions, Prepared by Florence R. Corbett,
Dietitian, Department of Public Charities,
New York City, January,
1906.

CONTENTS.

	PAGE.
Preface.....	569
Chapter I. Food Values and Costs.....	571
Chapter II. Dietary Standards.....	578
Chapter III. Principles Governing the Selection, Preparation and Serving of Food.....	579
Chapter IV. Minimum Diets.....	585
1. For a General Hospital.....	586
2. For a Home for the Aged and Infirm.....	588
3. For a Home for Children.....	591
4. For Officers, House Staff and Nurses.....	592
5. For Employees.....	595
Chapter V. Approved Diets.....	597
1. For a General Hospital.....	598
2. For a Home for the Aged and Infirm.....	600
3. For a Home for Children.....	601
4. For Officers, House Staff and Nurses.....	603
Chapter VI. Maximum Diets.....	606

STATE OF NEW YORK—STATE BOARD OF CHARITIES.

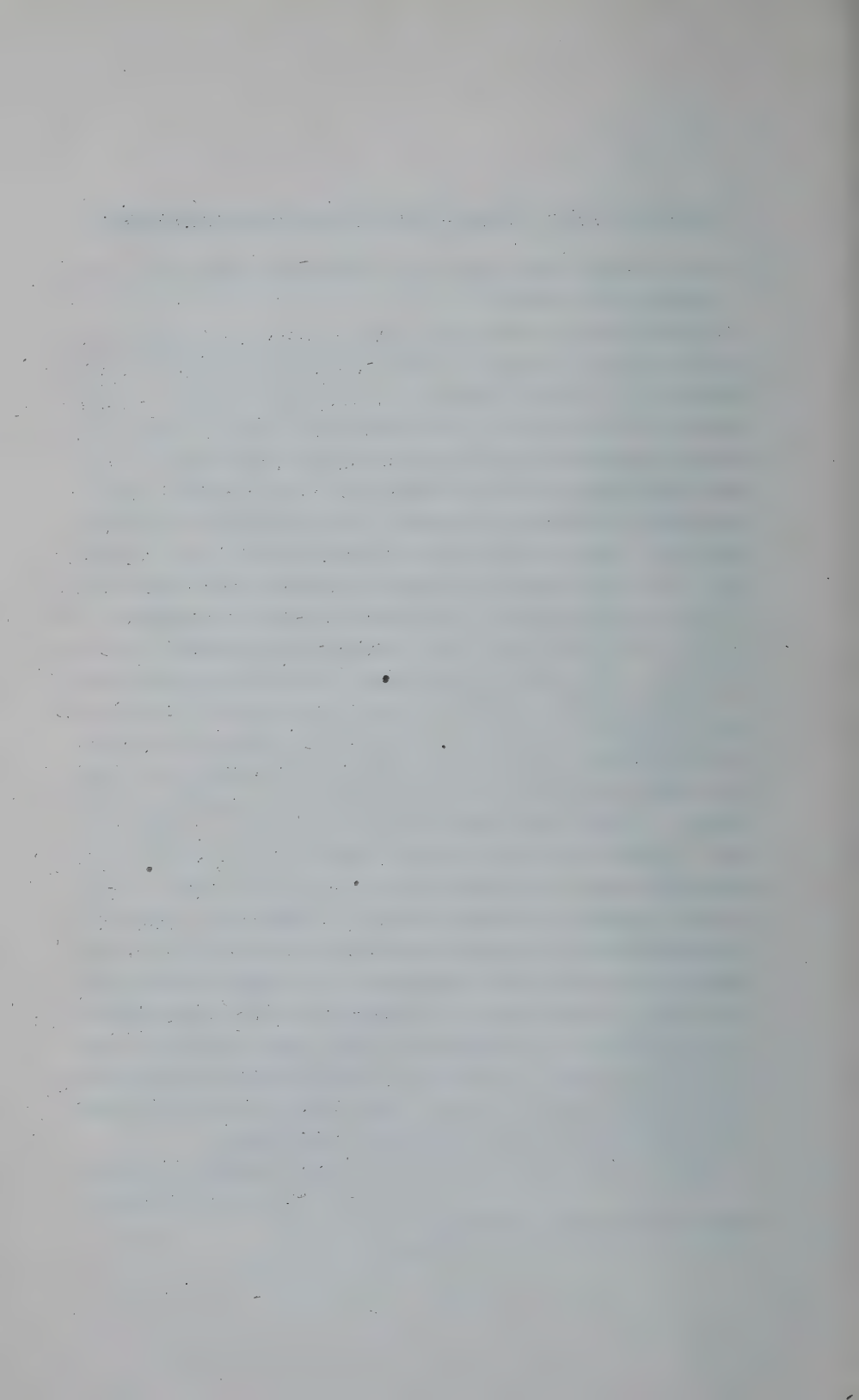
To the Managers and Officers of Charitable Institutions in the State of New York:

The State Board of Charities takes pleasure in placing before you the pamphlet prepared at the request of this Board by Miss Florence R. Corbett, Dietitian of the Department of Public Charities, New York City. The request was made in response to frequent inquiries received from managers and officers of charitable institutions for some authoritative and practical guide in the matter of institution dietetics. "What good diet schedule is there which we can adopt for our institution?" is a question which the Board meets in one form or another from time to time and which this pamphlet is designed to answer in a measure. It will be noted that parts of the handbook are compiled from the more recent and extended treatises upon the subject of dietetics by the leading American authorities, such as Atwater, Dunlop and Richards, but the major part of the work is based upon the author's own wide experience in a variety of charitable institutions, both public and private in this and other states, and as the chief dietitian in the Department of Public Charities of New York City. In view of the importance of the subject it would be desirable for every institution with a population of 200 or more to have a competent dietitian among its officers, but where this is impracticable, as in some of the smaller institutions, or not yet realized, as in some of the larger ones, it is hoped that this pamphlet may be of assistance to the officers who are responsible for the food and diet of the institution. The Board invites the attention of the managers and officers of charitable institutions in this State to this important subject which vitally affects the welfare of the entire population of every such institution.

Adopted by the State Board of Charities, November 15, 1905.

ENOCH V. STODDARD, *President.*

ROBERT W. HEBBERD, *Secretary.*



PREFACE.

Much discussion of what constitutes proper food for various classes of inmates of public institutions has brought about the request for a simple and practical statement of the principles underlying the choice of food, with suggestions on the practical use of such principles. The first chapter of this pamphlet is intended to give, briefly, the results of the scientific study of foods in such a way that they may be used by one not trained in the sciences. Chapter II. is devoted to a discussion of dietetic standards. Chapter III. deals with the points to be observed in selecting and combining foods in the planning of meals. Chapters IV., V. and VI. contain discussions of minimum, approved and maximum dietaries actually used, with schedules and suggestions as to what should determine the standard.

The tables of food analyses and comparative cost of digestible nutrients and energy, and the table of American Dietary Standards are all taken from Farmers' Bulletins, United States Department of Agriculture, and are largely the work of W. O. Atwater, Ph.D., Chief of Nutrition Investigations.

New York City, November 1, 1905.

CHAPTER I.

FOOD VALUES.

In the trite saying, "A man is what he eats," we find the key to the interest in food and diet which has become so general in America this past quarter of a century. Whereas, at one time the average man was content to believe that food and drink were essential to life, now almost every one pretends to some knowledge or theory of the relative value of foods for varying conditions of life. We find even very ignorant persons holding to some theory of nutrition, no matter how long disproven, such as "Fish is brain food" or "Meat makes you strong," while in like manner the better educated cling with almost religious firmness to certain creeds regarding the relation of foods to health and disease.

As the result of much scientific research we have accumulated a great number of analyses of the common foods, and the records of experiments made in the use of foods in the human body. These investigations have led to certain conclusions in regard to the average composition of foods; their value for purposes of tissue building, repair of bodily waste, energy yielding (heat and muscular power); also the quantities required and the proportions of the various sorts of foods which give the best results for the individual or groups of individuals in the conditions of rest, work both physical and mental, varying climates, and the like.

The analyses of our common foods show that they are complex in composition and made up of compound substances which are sufficiently well defined in composition and character, to be called food principles or nutrients. These principles or nutrients fall logically into the five classes, — water, protein, fats, carbohydrates and mineral matter, — shown in the following table:

NUTRITIVE INGREDIENTS (OR NUTRIENTS) OF FOOD.

Food, as purchased, contains.....	Edible portion.....	{ Water Nutrients..	{ Protein. Fats. Carbohydrates. Mineral matter
	e. g., flesh of meat, yolk and white of eggs, wheat flour, etc.		
	Refuse. e. g., bones, entrails, shells, bran, etc.		

USE OF NUTRIENTS IN THE BODY.

Protein.....	Forms tissue.....	All serve as fuel to yield energy in the forms of heat and muscular power.
e. g., white (albumen) of eggs, curd (casein) of milk, lean meat, gluten of wheat, etc.		
Fats.....	Are stored as fat.....	
e. g., fat of meat, butter, olive oil, oils of corn and wheat, etc.		
Carbohydrates.....	Are transformed into fat.	
e. g., sugar, starch, etc.		
Mineral matters (ash).....	Share in forming bone, assist in digestion, etc.	
e. g., phosphates of lime, potash, soda, etc.		

The above is the tabulation given by W. O. Atwater, Ph.D., in "Farmers' Bulletin No. 142" (United States Department of Agriculture), on The Principles of Nutrition and Nutritive Value of Food, and is quoted as being the simplest, most easily comprehended and, therefore, most useful form of this information.

Experiments in nutrition conducted with scientific accuracy have further justified us in believing that the uses of these food principles in the body are in part as follows:

Water.—1. To effect solution (digestion) of food.

2. To transfer digested food to parts of body where required.

3. To hold waste products in solution for elimination.

Mineral Salts.—1. To build and repair bony tissues of body.

2. Slight sources of potential energy.

Carbohydrates.—1. Yield energy in the form of heat and muscular power.

2. Prevent tissue waste.

3. Stored as glycogen (animal starch) in the liver.

Fats and Oils.—1. Yield energy in the form of heat and muscular power.

2. Prevent tissue waste.

3. Stored as fatty tissue in the body.

Protein.—1. Builds muscular tissue.

2. Prevents waste of muscular tissue.

3. Yields energy in the form of heat and muscular power when carbohydrates and fats are not available for this purpose.

The quantity of energy which any food will yield in the body may actually be measured. This is done in two ways: 1. Artificially in the laboratory. 2. By the use of the Respiration Calorimeter.

The unit of energy used in expressing these values of heat and potential energy, is the calorie, which is the amount of heat

required to raise one pound of water 4 degrees F. (one kilogram of water 1 degree C.). In working energy the calorie is equivalent of 1.53-100 foot tons or the amount of energy required to raise one ton to 1.53-100 feet.

These experiments have been made with the common foods and the results are included under the heading "Fuel Value," in the table of analyses which follows. With this knowledge of the use of the nutrients in the body, the proportions of nutrients found in the various foods, and the amount of heat and working energy available from any food it is possible for one not trained in the sciences pertaining to dietetics, to estimate approximately the value of foods as tissue builders, tissue repairers, and energy yielders.

AVERAGE COMPOSITION OF COMMON AMERICAN FOOD PRODUCTS.
FOOD MATERIALS (as purchased).

ANIMAL FOOD.	Refuse Per cent.	Water Per cent.	Protein Per cent.	Fat Per cent.	Carbo- hy- drates Per cent.	Ash Per cent.	Food value per lb. Calo- ries.
Beef, fresh:							
Chuck ribs.....	16.3	52.6	15.5	15.0	.....	0.8	910
Flank.....	10.2	54.0	17.0	19.0	.....	.7	1,105
Loin.....	13.3	52.5	16.1	17.5	.....	.9	1,025
Porterhouse steak.....	12.7	52.4	19.1	17.9	.....	.8	1,100
Sirloin steak.....	12.8	54.0	16.5	16.1	.....	.9	975
Neck.....	27.6	45.9	14.5	11.9	.....	.7	1,165
Ribs.....	20.8	43.8	13.9	21.2	.....	.7	1,135
Rib rolls.....	.....	63.9	19.3	16.7	.....	.9	1,055
Round.....	7.2	60.7	19.0	12.8	.....	1.0	890
Rump.....	20.7	45.0	13.8	20.2	.....	.7	1,090
Shank, fore.....	36.9	42.9	12.8	7.3	.....	.6	545
Shoulder and clod.....	16.4	56.8	16.4	9.8	.....	.9	715
Forequarter.....	18.7	49.1	14.5	17.5	.....	.7	995
Hind quarter.....	15.7	50.4	15.4	18.3	.....	.7	1,045
Beef, corned, canned, pickled, dried:							
Corned beef.....	8.4	49.2	14.3	23.8	.....	4.6	1,245
Tongue, pickled.....	6.0	58.9	11.9	19.2	.....	4.3	1,010
Dried, salted and smoked.....	4.7	53.7	26.4	6.9	.....	8.9	790
Canned boiled beef.....	.....	51.8	25.5	22.5	.....	1.3	1,410
Canned corned beef.....	.....	51.8	26.3	18.7	.....	4.0	1,270
Veal:							
Breast.....	21.3	52.0	15.4	11.0	.....	.8	745
Leg.....	14.2	60.1	15.5	7.9	.....	.9	625
Leg cutlets.....	3.4	68.3	20.1	7.5	.....	1.0	695
Forequarter.....	24.5	54.2	15.1	6.0	.....	.7	535
Hind quarter.....	20.7	56.2	16.2	6.6	.....	.8	580
Mutton:							
Flank.....	9.9	39.0	13.8	36.9	.....	.6	1,770
Leg, hind.....	18.4	51.2	15.1	14.7	.....	.8	890
Loin chops.....	16.0	42.0	13.5	28.3	.....	.7	1,415
Forequarter.....	21.2	41.6	12.3	24.5	.....	.7	1,235
Hind quarter without tallow.....	17.2	45.4	13.8	23.2	.....	.7	1,210
Lamb:							
Breast.....	19.1	45.5	15.4	19.1	.....	.8	1,075
Leg, hind.....	17.4	52.9	15.9	13.6	.....	.9	860

AVERAGE COMPOSITION OF COMMON AMERICAN FOOD PRODUCTS—
Continued.

ANIMAL FOOD.	Refuse Per cent.	Water Per cent.	Protein Per cent.	Fat Per cent.	Carbo- hy- drates Per cent.	Ash Per cent.	Food value per lb. Calo- ries.
Pork, fresh:							
Ham.....	10.7	48.0	13.5	25.9	.....	.8	1,320
Loin chops.....	19.7	41.8	13.4	24.2	.....	.8	1,245
Shoulder.....	12.4	44.9	12.0	29.8	.....	.7	1,450
Tenderloin.....	.....	66.5	18.9	13.0	.....	1.0	895
Pork, salted, cured and pickled:							
Ham, smoked.....	13.6	34.8	14.2	33.4	.....	4.2	1,635
Shoulder, smoked.....	18.2	36.8	13.0	26.6	.....	5.5	1,335
Salt pork.....	.....	7.9	1.9	86.2	.....	3.9	3,555
Bacon, smoked.....	7.7	17.4	9.1	62.2	.....	4.1	2,715
Sausage:							
Bologna.....	3.3	55.2	18.2	19.7	.....	3.8	1,155
Pork.....	.....	39.8	13.0	44.2	1.1	2.2	2,075
Frankfort.....	.....	57.2	19.6	18.6	1.1	3.4	1,155
Soups:							
Celery, cream of.....	.....	88.6	22.1	2.8	5.0	1.5	235
Beef.....	.....	92.9	4.4	.4	1.1	1.2	120
Meat stew.....	.....	84.5	4.6	4.3	5.5	1.1	365
Tomato.....	.....	90.0	1.8	1.1	5.6	1.5	185
Poultry:							
Chicken, broilers.....	41.6	43.7	12.8	1.4	.....	.7	305
Fowls.....	25.9	47.1	13.7	12.3	.....	.7	765
Goose.....	17.6	38.5	13.4	29.8	.....	.7	1,475
Turkey.....	22.7	42.4	16.1	18.4	.....	.8	1,060
Fish:							
Cod, dressed.....	29.9	58.5	11.1	.2	.....	.8	220
Halibut, steaks or sec- tions.....	17.7	61.9	15.3	4.4	.....	.9	475
Mackerel, whole.....	44.7	40.4	10.2	4.2	.....	.7	370
Perch (yellow) dressed.....	35.1	50.7	12.8	.7	.....	.9	275
Shad, whole.....	50.1	35.2	9.4	4.8	.....	.7	380
Shad, roe.....	.....	71.2	20.9	3.8	2.6	1.5	600
Fish preserved:							
Cod, salt.....	24.9	40.2	16.0	.4	.....	18.5	325
Herring, smoked.....	44.4	19.2	20.5	8.8	.....	7.4	755
Fish, canned:							
Salmon.....	.....	63.5	21.8	12.1	.....	2.6	915
Sardines.....	5.0	53.6	23.7	12.1	.....	5.3	950
Shellfish:							
Oysters, solids.....	.....	88.3	6.0	1.3	3.3	1.1	225
Clams.....	.....	80.8	10.6	1.1	5.2	2.3	340
Crabs.....	52.4	36.7	7.9	.9	.6	1.5	200
Lobsters.....	61.7	30.7	5.9	.7	.2	.8	145
Eggs:							
Hens' eggs.....	11.2	65.5	13.1	9.3	.....	.9	635
Dairy products, etc.:							
Butter.....	.....	11.0	1.0	85.0	.....	3.0	3,410
Whole milk.....	.....	87.0	3.3	4.0	5.0	.7	310
Skim milk.....	.....	90.5	3.4	.3	5.1	.7	165
Buttermilk.....	.....	91.0	3.0	.5	4.8	.7	160
Condensed milk.....	.....	26.9	8.8	8.3	54.1	1.9	1,430
Cream.....	.....	74.0	2.5	18.5	4.5	.5	865
Cheese, cheddar.....	.....	27.4	27.7	36.8	4.1	4.0	2,075
Cheese, full cream.....	.....	34.2	25.9	33.7	2.4	3.8	1,885
VEGETABLE FOOD.							
Flour, meal, etc.:							
Entire wheat flour.....	.....	11.4	13.8	1.9	71.9	1.0	1,650
Graham flour.....	.....	11.3	13.8	2.2	71.4	1.8	1,645
Wheat flour, patent roller process, high grade and medium.....	.....	12.0	11.4	1.0	75.1	.5	1,635
Low grade.....	.....	12.0	14.0	1.9	71.2	.9	1,640
Macaroni, vermicelli, etc.....	.....	10.3	13.9	.9	74.1	1.3	1,645
Wheat breakfast food.....	.....	9.6	12.1	1.8	75.2	1.3	1,680
Buckwheat flour.....	.....	13.6	6.4	1.2	77.9	.9	1,605
Rye flour.....	.....	12.9	6.8	.9	78.7	.7	1,620

AVERAGE COMPOSITION OF COMMON AMERICAN FOOD PRODUCTS—
Continued.

VEGETABLE FOOD.	Refuse Per cent.	Water Per cent.	Protein Per cent.	Fat Per cent.	Carbo- hy- drates Per cent.	Ash Per cent.	Food value per lb. Calo- ries.
Flour, meal, etc.—Con.							
Corn meal.....		12.5	9.2	1.9	75.4	1.0	1,635
Oat breakfast food.....		7.7	16.7	7.3	66.2	2.1	1,800
Rice.....		12.3	8.0	.3	79.0	.4	1,620
Tapioca.....		11.4	.4	.1	88.0	.1	1,650
Starch.....					90.0		1,675
Bread, pastry, etc.:							
White bread.....		35.3	9.2	1.3	53.1	1.1	1,200
Brown bread.....		43.6	5.4	1.8	47.1	2.1	1,040
Graham bread.....		35.7	8.9	1.8	52.1	1.5	1,195
Whole-wheat bread.....		38.4	9.7	.9	49.7	1.3	1,130
Rye bread.....		35.7	9.0	.6	53.2	1.5	1,170
Cake.....		19.9	6.3	9.0	63.3	1.5	1,630
Cream crackers.....		6.8	9.7	12.1	69.7	1.7	1,925
Oyster crackers.....		4.8	11.3	10.5	70.5	2.9	1,910
Soda crackers.....		5.9	9.8	9.1	73.1	2.1	1,875
Sugars, etc.:							
Molasses.....					70.0		1,225
Candy.....					96.0		1,680
Honey.....					81.0		1,420
Sugar, granulated.....					100.0		1,750
Maple syrup.....					71.4		1,250
Vegetables:							
Beans, dried.....		12.6	22.5	1.8	59.6	3.5	1,520
Beans, lima, shelled.....		68.5	7.1	.7	22.0	1.7	540
Beans, string.....		7.0	83.0	2.1	.3	.7	170
Beets.....	20.0	70.0	1.3		7.7	.9	160
Cabbage.....	15.0	77.7	1.4	.2	4.8	.9	115
Celery.....	20.0	75.6	.9	.1	2.6	.8	65
Corn, green (sweet), edible portion.....		75.4	3.1	1.1	19.7	.7	440
Cucumbers.....		15.0	81.1	.7	.2	2.6	65
Lettuce.....	15.0	80.5	1.0	.2	2.5	.8	65
Mushrooms.....		88.1	3.5	.4	6.8	1.2	185
Onions.....	10.0	78.9	1.4	.3	8.9	1.5	190
Parsnips.....	20.0	66.4	1.3	.4	10.8	1.1	230
Peas (pisum sativum) dried.....		9.5	24.6	1.0	62.0	2.9	1,565
Peas (pisum sativum) shelled.....		74.6	7.0	.5	16.9	1.0	440
Cowpeas, dried.....		13.0	21.4	1.4	60.8	3.4	1,505
Potatoes.....	20.0	62.6	1.8	.1	14.7	.8	295
Rhubarb.....	40.0	56.6	.4	.4	2.2	.4	60
Sweet potatoes.....	20.0	55.2	1.4	.6	21.9	.9	440
Spinach.....		92.3	2.1	.3	3.2	2.1	95
Squash.....	50.0	44.2	.7	.2	4.5	.4	100
Tomatoes.....		94.3	.9	.4	3.9	.5	100
Turnips.....	30.0	62.7	.9	.1	5.7	.6	120
Vegetables, canned:							
Baked beans.....		68.9	6.9	2.5	19.6	2.1	555
Peas (pisum sativum) green.....		85.3	3.6	.2	9.8	1.1	235
Corn, green.....		76.1	2.8	1.2	19.0	.9	430
Succotash.....		75.9	3.6	1.0	18.6	.9	425
Tomatoes.....		94.0	1.2	.2	4.0	.6	95
Fruits, berries, etc. (fresh):							
Apples.....	25.0	63.3	.3	.3	10.8	.3	190
Bananas.....	35.0	48.9	.8	.4	14.3	.6	260
Grapes.....	25.0	58.0	1.0	1.2	14.4	.4	295
Lemons.....	30.0	62.5	.7	.5	5.9	.4	125
Muskmelons.....	50.0	44.8	.3		4.6	.3	80
Oranges.....	27.0	63.4	.6	.1	8.5	.4	150
Pears.....	10.0	76.0	.5	.4	12.7	.4	230
Persimmons, edible por- tion.....		66.1	.8	.7	31.5	.9	550
Raspberries.....		85.8	1.0		12.6	.6	220
Strawberries.....	5.0	85.9	.9	.6	7.0	.6	150
Watermelons.....	59.4	37.5	.2	.1	2.7	.1	50

AVERAGE COMPOSITION OF COMMON AMERICAN FOOD PRODUCTS —
Concluded.

VEGETABLE FOOD.	Refuse Per cent.	Water Per cent.	Protein Per cent.	Fat Per cent.	Carbo- hy- drates Per cent.	Ash Per cent.	Food value per lb. Calo- ries.
Fruits, dried:							
Apples.....		28.1	1.6	2.2	66.1	2.0	1,185
Apricots.....		29.4	4.7	1.0	62.5	2.4	1,125
Dates.....	10.0	13.8	1.9	2.5	70.6	1.2	1,275
Figs.....		18.8	4.3	.3	74.2	2.4	1,280
Raisins.....	10.0	13.1	2.3	3.0	68.5	3.1	1,265
Nuts:							
Almonds.....	45.0	2.7	11.5	30.2	9.5	1.1	1,515
Brazil nuts.....	49.6	2.6	8.6	33.7	3.5	2.0	1,485
Butternuts.....	86.4	.6	3.8	8.3	.5	.4	385
Chestnuts, fresh.....	16.0	37.8	5.2	4.5	35.4	1.1	915
Chestnuts, dried.....	24.0	4.5	8.1	5.3	56.4	1.7	1,385
Cocoanuts.....	48.8	7.2	2.9	25.9	14.3	.9	1,295
Cocoanut, prepared.....		3.5	6.3	57.4	31.5	1.3	2,865
Filberts.....	52.1	1.8	7.5	31.3	6.2	1.1	1,430
Hickory nuts.....	62.2	1.4	5.8	25.5	4.3	.8	1,145
Pecans, polished.....	53.2	1.4	5.2	33.3	6.2	.7	1,465
Peanuts.....	24.5	6.9	19.5	29.1	18.5	1.5	1,775
Pinon (pinus edulis).....	40.6	2.0	8.7	36.8	10.2	1.7	1,730
Walnuts, black.....	74.1	.6	7.2	14.6	3.0	.5	730
Walnuts, English.....	58.1	1.0	6.9	26.6	6.8	.6	1,250
Miscellaneous:							
Chocolate.....		5.9	12.9	48.7	30.3	2.2	5,625
Cocoa, powdered.....		4.6	21.6	28.9	37.7	7.2	2,160
Cereal coffee infusion (1 part) boiled in 20 parts of water.....		98.2	.2	.....	1.4	.2	30

The examination of the preceding table of analyses enables one to classify the foods according to their value in building or repairing tissue and in yielding energy. The application of these facts in the administration of institutional dietaries becomes more practical with the effort to use the facts. For instance, if one is planning a dietary with regard to the building of muscular tissue, the tables show that the meats, eggs, milk and its products, fish both fresh and dried, macaroni, oatmeal, dried beans and peas are the foods richest in protein, or muscle building material. The table also shows that the amount of waste or refuse in the fresh meats varies from 10 to 36 per cent.; while cheese has no waste and contains but 30 per cent. water and is, therefore, a less expensive food for the purpose than meat, Wheat products, as breakfast food and macaroni, also oatmeal and dried beans and peas, yield little waste, contain a minimum amount of water (7 to 12 per cent.) and are the least expensive form of the same nutrient value.

COMPARATIVE COST OF DIGESTIBLE NUTRIENTS AND ENERGY IN DIFFERENT FOOD MATERIALS AT AVERAGE PRICES.

(It is estimated that a man at light to moderate muscular work requires about 0.23 pound of protein and 3,050 calories of energy per day.)

KIND OF FOOD MATERIAL.	Price per pound.	Cost of 1 pound protein.	Cost of 1,000 calories energy.
	Cents.	Dollars.	Cents.
Beef, sirloin.....	25	1 60	25
Beef, sirloin.....	20	1 28	20
Beef, sirloin.....	15	96	15
Beef, round.....	16	87	18
Beef, round.....	14	76	16
Beef, round.....	12	65	13
Beef, shoulder clod.....	12	75	17
Beef, shoulder clod.....	9	57	13
Beef, stew meat.....	5	35	7
Beef, dried, chipped.....	25	98	32
Mutton chops, loin.....	16	1 22	11
Mutton, leg.....	20	1 37	22
Mutton, leg.....	16	1 10	18
Roast pork, loin.....	12	92	10
Pork, smoked ham.....	22	1 60	13
Pork, smoked ham.....	18	1 30	11
Pork, fat salt.....	12	6 67	3
Codfish, dressed, fresh.....	10	93	46
Halibut, fresh.....	18	1 22	38
Cod, salt.....	7	45	22
Mackerel, dressed, salt.....	10	74	9
Salmon, canned.....	12	57	13
Oysters, solids, 50 cents per quart.....	25	4 30	111
Oysters, solids, 35 cents per quart.....	18	3 10	80
Lobster, canned.....	18	1 02	46
Butter.....	20	20 00	6
Butter.....	25	25 00	7
Butter.....	30	30 00	9
Eggs, 35 cents per dozen.....	24	2 09	39
Eggs, 24 cents per dozen.....	16	1 39	26
Eggs, 12 cents per dozen.....	8	70	13
Cheese.....	16	64	8
Milk, 7 cents per quart.....	3½	1 09	11
Milk, 6 cents per quart.....	3	94	10
Wheat flour.....	3	31	2
Wheat flour.....	2½	26	2
Corn meal, granular.....	2½	32	2
Wheat breakfast food.....	7½	73	4
Oat breakfast food.....	7½	53	4
Oatmeal.....	4	29	2
Rice.....	8	1 18	5
Wheat bread.....	6	77	5
Wheat bread.....	5	64	4
Wheat bread.....	4	51	3
Rye bread.....	5	65	4
Beans, white, dried.....	5	29	3
Cabbage.....	2½	2 08	22
Celery.....	5	6 65	77
Corn, canned.....	10	4 21	23
Potatoes, 90 cents per bushel.....	1½	1 00	5
Potatoes, 60 cents per bushel.....	1	67	3
Potatoes, 45 cents per bushel.....	¾	50	3
Turnips.....	1	1 33	8
Apples.....	1½	5 00	8
Bananas.....	7	10 00	27
Oranges.....	6	12 00	40
Strawberries.....	7	8 75	47
Sugar.....	6	.....	3

The "cost of 1 pound protein" means the cost of enough of the given material to furnish 1 pound of protein, without regard to the amounts of the other nutrients present. Likewise the cost of

energy means the cost of enough material to furnish 1,000 calories, without reference to the kinds and proportions of nutrients in which the energy is supplied. These estimates of the cost of protein and energy are thus incorrect in that neither gives credit for the value of the other.

CHAPTER II.

DIETARY STANDARDS.

With the material outlined in the preceding chapter one may attempt to select the foods suited to the conditions of life of individuals or groups. Such a statement, modified by the amounts, constitutes a dietary. An *actual dietary* is the record of the foods (amounts given) consumed in a given time, by an individual or group having some choice of food. A *dietary standard* is the average of the records of a large number of cases where the food consumption is observed for a considerable period of time, results being noted, and whole being modified by the results obtained in the use of the respiration calorimeter and laboratory study, so that it gives as nearly as is known the quantities of nutrients required to nourish the body (to build and repair tissue, and yield energy), for a given individual or group in given conditions of life, with the least possible waste, and the least demand upon the organism for the digestion of the food. It will be seen that from time to time fresh experience will throw new light upon such matter, and it is necessary to revise these dietary standards in accordance with our latest knowledge. In a recent letter speaking of dietary standards, A. C. True, Director of Office of Experiment Stations, United States Department of Agriculture, says:

"But it must be remembered that the question of dietary standards is a very complex one and that many investigations are needed before the question can be considered settled. It seems to me fair to conclude that the consensus of opinion at the present time is that the ordinary dietary standards represent reasonable guides for use in providing food for individuals or groups. Extended investigations are in progress and as has always been pointed out, the standards will be modified provided the evidence accumulated indicates that this is necessary."

The following are the American Dietary Standards at the present time:

PROPOSED DIETARY STANDARDS FOR ADULTS.

(QUANTITIES PER MAN PER DAY UNLESS OTHERWISE STATED.)

CASES.	By whom proposed.	Total protein.	Digestible or available protein.	Available energy or fuel value.
		Grams.	Grams.	Calories.
Persons in health, under ordinary conditions:				
Man at hard muscular work.....	Atwater.....	150	138	4,350
Man at moderately active muscular work.....	Atwater.....	125	115	3,400
Man with light muscular work.....	Atwater.....	112	102	3,050
Man with sedentary work.....	Atwater.....	100	92	2,700
Man with very little exercise.....	Atwater.....	90	72	2,450
Inmates of prisons in sane hospitals:				
Male convicts at hard work.....	Dunlop.....	150	138	3,380
Ordinary male prisoners.....	Dunlop.....	120	110	3,020
Prisoners and inmates of houses of correction per person.....	Richards.....	103	95	2,765
Inmates of reformatories (male).....	Richards.....	111	102	3,000
Unemployed male prisoners.....	Dunlop.....	90	83	2,385
Inmates of almshouses per person.....	Richards.....	83	76	2,435
Punitive diet, short duration.....	Dunlop.....	64	59	1,805
Punitive diet, long duration.....	Dunlop.....	90	82	2,385
The insane per person.....	Richards.....	110	101	3,015
The insane per person.....	Atwater.....	85	78	2,450

Assuming 92 per cent. digestible, the average in ordinary mixed diet.

These figures are about 3 per cent. smaller than have been given previously, the difference being due to the adoption of revised factors for calculation.

Corresponding values for a woman are 0.8 as much.

Figures represent physiological demand.

Figures represent practically physiological demand, there being but an extremely small allowance for waste.

Figures represent ration allowance, with margin for waste of about 10 per cent. (Excerpt from "Dieteries in Public Institutions," by W. O. Atwater, Ph. D., Yearbook, United States Department of Agriculture, 1901.)

CHAPTER III.

PRINCIPLES GOVERNING THE SELECTION, PREPARATION AND SERVING OF FOOD.

The application of Dietary Standards in Charitable Institutions is most practical in the development of menus. Here it is necessary to observe a number of general rules or principles which may be stated as follows:

1. The dietary for any given class of inmates shall contain the proper portions of nutrients prescribed by the dietary standard for that class, with ample allowance for waste (bone, skin, and all indigestible constituents of food), and for choice of food as far as possible.

2. The dietary for adults should be as varied as possible without undue expense, consisting of animal and vegetable foods in common use.

3. The cost of any dietary should not be more than is required to give the necessary nutrients in appetizing form. The efficiency of public institutions depends largely upon truly economical administration, and the less the per capita expense the greater the number of individuals which can be cared for.

4. The mode of preparation of food for any class should be that to which the majority of this class is accustomed as far as possible, unless such mode is harmful. The question of nationality or religious sect is an important guide in the application of this principle.

5. In the selection and preparation of food the tastes of inmates should be consulted when this will not interfere with the welfare of the individual or group. The degree to which this principle may be applied varies with the institution, but should never be lost sight of. "What pleases the palate, nourishes." Frequently I find heads of institutions and heads of dietary departments who make it a rule "never to cater to any class of inmates." Having made a point of observing the consequences of "catering" and "not catering," through several years of institutional experience, I am convinced that the best results are given by considering the tastes and opinions of the majority of any class, it being often impossible in large institutions to make exceptions of occasional individuals unless by physician's orders. An illustration of this was recently afforded: In two large institutions of similar standing, the same dietary was put into operation. Pea soup was given at supper once a week. In one institution the soup was eaten without question; in the other, week after week it remained practically untouched. It was learned upon investigation of the latter case that the majority of these inmates suffered some gastric disorder and found the soup too heavy as a supper dish. A transposition was effected, the pea soup given at dinner and a light dish substituted at supper, with the result that the pea soup was eaten and enjoyed.

Among ignorant classes in institutions it has been demonstrated that much can be done toward educating the palate for some unfamiliar but excellent dish, by explaining to them the value of the dish and its use in their dietary. This was recently practiced where a certain class of patients in a large hospital had an aversion to all soups. The soups were particularly well made, and it was especially desired that the patients eat them. When the patients were interviewed almost invariably came the reply, "I never did eat soup. We never had it at home." The dietitian explained to them its value and asked them to try it a few days and see if they could not learn to like it. The result was, they learned to eat the soups, and there has been no question since then in regard to this point. This sort of "catering," i. e., the desire to learn the real inwardness of apparent complaints, and to please the inmates, pays in dollars and cents in every large public institution. The amount of waste resulting from the preparation of food which does not please and is, therefore, not eaten, may be enormous.

6. The distribution of dishes should be as wide as possible throughout any given period of time. The same meats and vegetables should never be served at two consecutive meals, and if possible, not on two consecutive days. Of the meats, beef, and of the vegetables, potatoes may form occasional exceptions to this rule, as both have become very nearly as staple articles as bread and butter. The same soups and desserts should not be served on consecutive days. Where a larger quantity of any food is prepared at one time than is required for one meal and the question of using the surplus arises, one or two meals should be allowed to intervene before this "left over" appears, and if possible, it should then be presented in a different form.

For one unaccustomed to such planning of meals it is well to make lists of all meats and vegetables available which may be substituted one for another and practice arranging rotations of these which will afford the greatest variety. For example, hominy, rice and macaroni may be substituted for potatoes in almost any combination with meats; any green vegetable as cabbage, sprouts, spinach, etc., may be used with any salt meat as ham, tongue, corned beef, etc. Thus if it is necessary to use

a salt meat on one day each week it may be rendered less tiresome by varying the vegetable accompaniments. The study of food values as well as a desire for variety will show the necessity of this procedure.

7. Where it is necessary to use the same food frequently, it is wise to vary the style of preparation. This is never a simple matter and is especially difficult of achievement when one has to deal with incompetent or opinionated cooks; but it is worth striving for even under difficulties. Authority, argument and other means may be used to direct the service of the cook in the desired channel, but the best method is likely to be the presence of one or two attractive cook books in the kitchen, the perusal of which will inspire emulation of the achievements therein. When so many attractive methods have been devised for the preparation of the common articles of food there is no excuse for potatoes being always prepared in one style, as "plain boiled," or chicken always "fricasseed," or any other food always in one style.

8. In planning any meal it is necessary to consider the meal as a whole in order to preserve an approximate balance of the nutrients. For example, it would constitute a serious dietetic error to serve bean soup, roast beef, macaroni and cheese and a custard at one meal, as all of these foods are strongly proteid in composition and an insufficient amount of carbohydrates and fat would be furnished in such a meal. It is therefore necessary to build a meal about a definite centre, as, for instance, some dish which circumstances compel us to use at the particular time. If it is necessary for us to use roast beef at this meal, we should select either a clear soup or a light vegetable soup, with potatoes or hominy, and some vegetable such as spinach containing abundant water and salts, rather than protein as accompaniments; a dessert which consists largely of fruit would be more appropriate than custard. If it is necessary that we serve bean soup at this meal then select fish or some light meat, as chicken, veal or lamb, with a green vegetable accompaniment, and the custard, or some equally hearty dessert. Every meal should be planned in this fashion, roughly calculating the proportions of nutrients, and at the end of a week the nutrients may be totaled and averaged for

a day. In this way one may learn if one's judgment has been at fault in this selection and combination of foods and correct any errors in the succeeding week.

9. It is necessary also to plan meals with regard to the attractiveness of combinations of foods. One of the first rules to be observed is to secure contrasts in color, consistency and flavor. For example, it is easily seen that a meal of white fish, boiled, if served with colorless, bland sauce, accompanied by boiled or mashed potatoes, and creamed celery or cauliflower, would present a decidedly pale and unattractive appearance, would lack character in flavor, and in general would remind one of infants' or invalids' food, or something which must be eaten with a spoon. On the other hand a rich fish such as salmon, if fried, and accompanied by browned potatoes, and fried egg plant, would be unattractive for the reason that it is all too dry and highly flavored.

It is well, therefore, to serve the bland sauces with highly flavored meats and fish, tart or spicy sauces and potatoes browned in some style with white fish and delicate meats, in this way securing the contrast in consistency and flavor. If the meat dish is richly browned, potatoes are better mashed; but if the meat dish is a boiled one with a delicate sauce, the potatoes should be browned.

The observance of this rule facilitates neat service of food. Whether it happens to be the custom or not, it is often found necessary to serve meats and vegetables on one plate, instead of using an individual dish for each vegetable. If both vegetables and meats are served with sauces of similar consistency, it is difficult to place them quickly and neatly upon the plates in well defined portions.

10. All menus should be planned at least 24 hours in advance of the preparation of the meal. This is not alone for the purpose of allowing ample time for preparation, but to insure their being well thought out, and the most economical arrangements from the standpoints of food values, combinations and use of kitchen facilities being given due consideration. It is well to have a number of copies of each menu made, one to be kept in the office for purpose of reference, one to be sent to the kitchen where

the meal is to be prepared, and one to be sent to each dining room where the meal will be served, in order that the waiter or waitress may make necessary arrangements for the service; it will serve also as a check upon the delivery of the entire meal. If one must make these copies in writing it facilitates matters to use a carbon or other copying paper, one inscription yielding as many copies as desired.

11. The arrangement of meals, that is, whether the dinner is served at noon or night, etc., will depend upon the occupation of the group. For those whose work is largely physical in character, it is necessary that all three meals should be substantial, the noon meal being the heartiest. This will be accomplished by dividing the carbohydrates about equally between the three meals; one-quarter of the protein at breakfast, one-half at dinner, and one-quarter at supper; nearly one-half the fats at breakfast, the remainder divided equally between dinner and supper. For those whose work is largely mental, as clerks and officers, it is unwise to serve a hearty meal preceding or during the working day, as its demands upon digestive powers leave little energy available for mental work; this will bring the dinner at the close of the working day. For those whose work is both physical and mental, involving much responsibility and often done at high nervous tension, as in the case of doctors and nurses, all three meals should be of highly nutritious and easily digestible character. Coarse or difficultly digestible foods, as cabbage, corned beef, etc., should appear rarely on the menu, and then only in the most attractive forms possible. As a rule individuals of this class dislike any food which they have often seen served to patients, and care should be taken to omit from the menu such dishes as suggest in any way the patient or sick room. Milk and eggs should always be available in case nothing else appeals to the appetite. Whenever it is necessary that the individual be on duty after the last meal of the day is served, a night lunch should be provided. Fresh fruits and vegetables should be freely employed in this dietary.

For children and invalids the dinner or heartiest meal of the day should be served at noon.

12. The greatest economy in the preparation of food and in its distribution from storerooms to kitchens is generally secured by using the same supplies on the same day for all classes entitled to such supplies. For example, in general hospitals the breakfast cereal should be the same for all classes on the same day, it requiring additional fuel, utensils and service to prepare oatmeal for patients, hominy for employees, farina for clerks, all on one day. Exceptions to this rule occur in the use of perishable supplies.

CHAPTER IV.

MINIMUM DIETARIES.

The minimum dietary in actual practice can never be assumed to be the "life ration" or the least amount of food that will support life. It must be not only a ration containing sufficient nutrients to maintain life and yield energy sufficient for the conditions of life of the individual or group, but must be sufficiently elastic to allow variety from day to day, and from week to week; otherwise appetite will flag, and lack of enjoyment of food will prevent its highest nutritive value being realized. It is this consideration which largely determines the cost of any dietary; could the question of variety and appeal to appetite be eliminated one might be adequately nourished for less than eight cents a day, the least expensive foods being employed. But in proportion to the variety obtained, the more expensive foods must be drawn upon and the cost increases. The study of the dietaries which follow will serve to illustrate this fact. It will be seen that any one of them may be improved or amplified by the introduction of additional dishes. At first it may seem that this should not increase the cost, as there would be a corresponding decrease in the quantity eaten of the original dishes. But experience shows that the majority of individuals can accommodate an extra portion of food very nicely, especially if it is tempting; so we cannot reckon with appetites in this direction. Again, the preparation of an extra dish involves additional expense in fuel, utensils or labor.

While none of the dietaries which follow is planned as cheaply as may be, yet any one of them becomes exceedingly tiresome to those who must partake of it, week in and week out for an ex-

tended period, perhaps for years. It is possible somewhat to relieve the monotony within the cost limits by varying the mode of preparation of the foods employed, but even this has its limitations where the food must be prepared in large quantities. We must, therefore, regard these as *minimum dietaries* for use in charitable institutions.

The tables of raw food materials following each diet schedule indicate the average per capita consumption of the foods, and serve as a guide in estimating total quantities of supplies.

1. MINIMUM DIETARY FOR A GENERAL HOSPITAL.

REGULAR DIET FOR PATIENTS IN A GENERAL HOSPITAL.

All quantities are of cooked food ready to serve.

SUNDAY.

Breakfast.—Hominy, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.

Dinner.— Barley soup, 12 ounces; roast beef, 5 ounces; potatoes, 8 ounces; onions, 4 ounces; bread, 4 ounces.

Supper.— Stewed prunes, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

MONDAY.

Breakfast.—Oatmeal, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.

Dinner.— Vegetable soup, 12 ounces; corned beef, or boiled beef, 7 ounces; potatoes, 9 ounces; bread, 4 ounces.

Supper.— Apple sauce, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

TUESDAY.

Breakfast.—Rolled wheat, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.

Dinner.— Fish chowder, 14 ounces; bread, 4 ounces; coffee, 16 ounces.

Supper.— Pea soup, 12 ounces; crackers, 2 ounces; tea, 16 ounces; bread; butter.

WEDNESDAY.

- Breakfast.—Oatmeal, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.
- Dinner.—Pot roast beef, or chopped roast beef, 5 ounces; gravy; potatoes, 8 ounces; one vegetable, 4 ounces; bread, 4 ounces.
- Supper.—Stewed prunes, 8 ounces; bread, 8 ounces; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

THURSDAY.

- Breakfast.—Indian meal, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.
- Dinner.—Boiled mutton, 4 ounces; with broth, 8 ounces; beans, 8 ounces; bread, 4 ounces.
- Supper.—Boiled rice, 6 ounces; with milk, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

FRIDAY.

- Breakfast.—Oatmeal, 8 ounces; bread; butter; coffee, 16 ounces.
- Dinner.—Fresh fish, 6 ounces; potatoes, 8 ounces; bread, 4 ounces.
- Supper.—Apple sauce, 8 ounces; bread, 8 ounces; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

SATURDAY.

- Breakfast.—Rolled wheat, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.
- Dinner.—Beef stew (potato in stew), 16 ounces; bread, 4 ounces.
- Supper.—Farina pudding, 6 ounces; with milk, 4 ounces; bread; butter; tea, 12 ounces.
- At 8 p. m. daily, milk, 8 ounces.

RAW FOOD MATERIALS.

PER CAPITA, PER DIEM, QUANTITIES OF RAW FOOD MATERIALS REQUIRED IN THE MINIMUM DIETARY (REGULAR) FOR PATIENTS IN GENERAL HOSPITAL.

ARTICLES.	Per diem quantities.	Number of days per week on which served.
Fresh meat (beef).....	8 ounces.....	3 days
Fresh meat (mutton).....	6 ounces.....	1 day
Corned beef.....	10 ounces.....	1 day
Fresh fish.....	8 ounces.....	1 day
Salt fish for fish chowder.....	6 ounces.....	1 day
Potatoes.....	9 ounces.....	4 days
Potatoes.....	6 ounces.....	2 days
Peas, dry.....	3 ounces.....	1 day
Beans, dry.....	4 ounces.....	1 day
Turnips, beets, etc.....	8 ounces.....	1 day
Barley.....	$\frac{1}{2}$ ounce.....	1 day
Hominy (breakfast).....	2 ounces.....	1 day
Oatmeal.....	2 ounces.....	3 days
Indian meal.....	2 ounces.....	1 day
Rolled wheat (breakfast).....	2 ounces.....	2 days
Rice (supper).....	$1\frac{1}{2}$ ounces.....	1 day
Farina (supper).....	$1\frac{1}{2}$ ounces.....	1 day
Bread.....	16 ounces.....	2 days
Bread.....	12 ounces.....	4 days
Bread.....	8 ounces.....	1 day
Butter.....	1 ounce.....	7 days
Prunes.....	2 ounces.....	2 days
Evaporated apples.....	1.2 ounces.....	2 days
Milk, fresh.....	12 ounces (4 ounces on cereal), 8 ounces at 8 p. m.....	5 days
Milk, fresh.....	16 ounces (4 ounces on cereal), 8 ounces at 8 p. m., 4 ounces on boiled rice Thursday, 4 ounces in farina pudding Saturday)...	2 days
Milk, condensed (not diluted), for coffee and tea only.....	1 ounce.....	6 days
Milk, condensed (not diluted).....	$1\frac{1}{2}$ ounces.....	1 day
Sugar.....	1 ounce Sunday, Monday, Wednesday, Thursday and Friday.....	5 days
Sugar.....	$1\frac{1}{2}$ ounces Tuesday and Saturday.....	2 days
Tea.....	$\frac{1}{2}$ ounce twice on Friday.....	7 days
Coffee, per meal.....	$\frac{1}{2}$ ounces once each day and twice Tuesday.....	7 days
Crackers.....	2 ounces.....	1 day

NOTE.—Weights of meats and fresh fish are taken as cuts trimmed for cooking, and not the gross weights in carcass. Seventeen per cent. is allowed for waste (bone, fat, etc.).

2. MINIMUM DIETARY FOR A HOME FOR THE AGED AND INFIRM.

MONDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Dinner.—Pea soup, 16 ounces; boiled beef, 9 ounces; potatoes, 9 ounces; bread, $7\frac{1}{2}$ ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; fresh fruit or vegetable.

TUESDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; Indian meal, 8 ounces; syrup, $\frac{1}{2}$ ounce.

Dinner.— Pork and beans, 10 ounces; potatoes, 9 ounces; bread, $7\frac{1}{2}$ ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; apple sauce, 8 ounces.

WEDNESDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Vegetable soup, 16 ounces; pot roast beef, 8 ounces; potatoes, 9 ounces; bread, $7\frac{1}{2}$ ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; prunes, 8 ounces.

THURSDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; oatmeal, 8 ounces; syrup, $\frac{1}{2}$ ounce.

Dinner.— Mutton stew, 20 ounces (with potatoes); cabbage, 6 ounces; bread, $7\frac{1}{2}$ ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; apple sauce, 8 ounces.

FRIDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Fish, 7 ounces; potatoes, 9 ounces; bread, $7\frac{1}{2}$ ounces; coffee, 16 ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; cheese, 1 ounce.

SATURDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; rice, 8 ounces.

Dinner.— Beef broth, 16 ounces; boiled beef, 9 ounces; potatoes, 9 ounces; bread, $7\frac{1}{2}$ ounces; turnips, 6 ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; apple sauce, 8 ounces.

SUNDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Barley soup, 16 ounces; pot roast mutton, 8 ounces; potatoes, 9 ounces; onions, $3\frac{1}{2}$ ounces; bread, $7\frac{1}{2}$ ounces.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; prunes, 8 ounces.

N. B.—The tea and coffee contain milk and sugar.

All quantities are of cooked foods ready to serve.

RAW FOOD MATERIALS.

PER CAPITA QUANTITIES FOR ONE WEEK IN MINIMUM DIETARY FOR HOME FOR THE AGED AND INFIRM.

MATERIALS.	Quantity per week.	Number meals per week.
Oatmeal at breakfast.....	2 ounces	1
Rice at breakfast.....	2 ounces	1
Rice in soup.....	$\frac{1}{2}$ ounce	1
Indian meal at breakfast.....	2 ounces	1
Barley in soup.....	$\frac{1}{2}$ ounce	2
Bread.....	$7\frac{1}{2}$ ounces	21
Beans.....	2 ounces	1
Peas.....	1 ounce	1
Potatoes.....	10 ounces	7
Onions.....	4 ounces	2
Turnips.....	7 ounces	1
Cabbage.....	8 ounces	1
Apples, dried.....	1 ounce	2
Prunes.....	2 ounces	1
Coffee.....	$\frac{1}{2}$ ounce	8
Tea.....	$\frac{1}{2}$ ounce	7
Sugar in tea and coffee.....	$\frac{1}{2}$ ounce	16
Sugar for dried apples.....	$\frac{1}{2}$ ounce	2
Butter.....	$\frac{1}{2}$ ounce	14
Cheese.....	1 ounce	3
Syrup.....	$\frac{1}{2}$ ounce	1
Milk, condensed.....	$\frac{1}{2}$ ounce	15
Fish, fresh.....	10 ounces	1
Pork, salt.....	$1\frac{1}{2}$ ounces	1
Beef.....	$11\frac{1}{2}$ ounces	3
Mutton.....	$12\frac{1}{2}$ ounces	2
Flour.....	1 ounce	4

N. B.—Seventeen per cent. is allowed for waste (bone, fat, etc.) in fresh meats and fish.

3. MINIMUM DIETARY FOR A HOME FOR CHILDREN.

All quantities are of foods prepared ready to serve.

SUNDAY.

Breakfast.—Hominy, 6 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

10 a. m.— For children under 4 years, milk, 8 ounces.

Dinner.— Beef broth, chopped beef roast, 8 ounces; potatoes, 4 ounces; spinach, 4 ounces; bread.

Supper.— Warm milk, 8 ounces; stewed prunes, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

MONDAY.

Breakfast.—Oatmeal, 6 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Potato soup, 8 ounces; egg; junket, 6 ounces; bread.

Supper.— Warm milk, 10 ounces; farina, 6 ounces; sugar, $\frac{1}{2}$ ounce.

TUESDAY.

Breakfast.—Wheaten grits, 6 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Mutton broth; fish, 3 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread.

Supper.— Warm milk, 10 ounces; cornstarch, 6 ounces; sugar, $\frac{1}{2}$ ounce.

WEDNESDAY.

Breakfast.—Oatmeal, 4 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Soup, 8 ounces; roast beef, 4 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread.

Supper.— Milk, 8 ounces; stewed or baked apples, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

THURSDAY.

Breakfast.—Indian meal porridge, 4 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Broth, 8 ounces; mutton, 4 ounces; fresh vegetable, 6 ounces; bread.

Supper.— Warm milk, 10 ounces; boiled rice, 6 ounces; sugar, $\frac{1}{2}$ ounce.

FRIDAY.

Breakfast.—Oatmeal, 4 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Soup, 8 ounces; fish, 3 ounces; potatoes, 4 ounces; fresh vegetable, 4 ounces; junket, 6 ounces; bread.

Supper.— Milk, 8 ounces; apple sauce or baked apples, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

SATURDAY.

Breakfast.—Wheaten grits, 6 ounces; milk, 8 ounces; bread, 3 ounces; butter, $\frac{1}{2}$ ounce.

Dinner.— Vegetable soup, 8 ounces; hamburg steak, 3 ounces; bread.

Supper.— Warm milk, 10 ounces; rice, 6 ounces; sugar, $\frac{1}{2}$ ounce.

RAW FOOD MATERIALS.

PER CAPITA QUANTITIES REQUIRED FOR MINIMUM DIETARY FOR
A HOME FOR CHILDREN.

ARTICLES.	Per capita amounts.	Times per week.
Beef.....	5 ounces.....	4
Mutton.....	5 ounces.....	4
Fish.....	5 ounces.....	2
Cereal.....	1 ounce.....	11
Potatoes.....	4 ounces.....	5
Other vegetables.....	4 ounces (average).....	6
Bread.....	3 ounces (breakfast).....	7
Bread.....	4 ounces (supper).....	3
Bread.....	2-4 ounces (dinner).....	7
Butter.....	$\frac{1}{2}$ ounce.....	10
Milk.....	8 ounces.....	10
Milk.....	10 ounces.....	4
Milk.....	6 ounces.....	2
Eggs.....	1 ounce.....	1 or 2
Sugar.....	$\frac{1}{2}$ ounce.....	7
Fruit (fresh).....	4 ounces.....	2
Fruit (dried).....	1 ounce.....	1

4. MINIMUM DIETARY FOR OFFICERS, HOUSE STAFF
AND NURSES.

SUNDAY.

Breakfast.—Shredded wheat biscuit or hominy, eggs, bacon, baked potatoes, coffee cake, coffee.

Dinner.— Cream of tomato, corn or pea soup, panned chicken or roast turkey, boiled rice, vegetables, ice cream, coffee.

Supper.— Cold tongue or cold ham, potato salad, or scalloped potatoes, pork and beans, or macaroni and cheese, fresh fruit or canned fruit, cake, tea.

MONDAY.

Breakfast.—Oatmeal, hash balls, with brown sauce, or chops, creamed potatoes, toast, coffee.

Luncheon.—Beefsteak, French fried potatoes, pickled beets or sweet mixed pickles, baked apples or canned pears, tea.

Dinner.— Bouillon, roast mutton and lima beans, or corned beef and cabbage, mashed potatoes, snow pudding or lemon jelly or coffee jelly with custard sauce, coffee.

TUESDAY.

Breakfast.—Farina, fresh fish steaks, fried, baked potatoes, Vienna rolls, coffee.

Luncheon.—Macaroni and tomatoes, cold roast beef, or chops with boiled rice, French toast or crullers, apple sauce, tea.

Dinner.— Mutton broth with barley, roast beef, potatoes browned in gravy, stewed or scalloped tomatoes, lettuce or celery, crackers and cheese, or apple pudding, coffee.

WEDNESDAY.

Breakfast.—Rolled wheat, broiled ham, fried Indian mush, milk rolls, coffee.

Luncheon.—Macaroni and tomatoes, cold roast beef, lettuce or celery or spinach, cookies or jumbles, canned apricots or fresh grapes, tea.

Dinner.— Julienne soup, fricassee of chicken or roast duck and apple sauce, roast sweet potatoes or mashed potatoes, green peas or beans, pie, coffee.

THURSDAY.

Breakfast.—Indian meal, steak, hashed brown potatoes, baking powder biscuit, coffee.

Luncheon.—Irish stew served on toast or on fried hominy, pickles, fruit, gingerbread, tea.

Dinner.— Soup, roast veal with stuffing, two vegetables, rice pudding, coffee.

FRIDAY.

Breakfast.—Oatmeal, eggs, baked potatoes, toast or wheat cakes and syrup, coffee.

Luncheon.—Oyster stew or clam chowder, scalloped salmon or fish cakes, gherkins, salad and crackers or fruit, coffee or tea.

Dinner.— Soup, baked or boiled fish, or roast beef, Saratoga potatoes or potato croquettes, one vegetable, cabinet or steamed fruit pudding, coffee.

SATURDAY.

Breakfast.—Rolled wheat, creamed dried beef, fried potatoes, corn bread, coffee.

Luncheon.—Steak or chops, fried sweet potatoes, or peas, stewed prunes, cake, tea.

Dinner.— Consommé or tomato bouillon, roast ham or pork and boiled hominy or pot roast beef and mashed potatoes, 1 vegetable, pie, coffee.

Note.—Fruit at breakfast daily for officers, house staff and nurses. Relishes and extra salads served when available.

RAW FOOD MATERIALS.

PER CAPITA QUANTITIES FOR DIETARY LIST OF OFFICERS, HOUSE STAFF AND NURSES.

ARTICLES.	Quantities.	Meals.
Crackers.....	2 ounces.....	2 per week
Hominy.....	1 ounce.....	3 per week
Oatmeal.....	1 ounce.....	2 per week
Farina.....	1 ounce.....	1 per week
Rolled wheat.....	1 ounce.....	2 per week
Rice.....	1 ounce.....	2 per week
Yellow meal.....	1 ounce.....	3 per week
Macaroni, or.....	2 ounces.....	1 per week
Macaroni with cheese.....	3 ounces.....	1 per week
Beans, dry.....	2 ounces.....	1 per week
Pork, salt.....	1 ounce.....	1 per week
Bread.....	4 ounces.....	21 per week
Potatoes, white.....	6 ounces.....	10 per week
Potatoes.....	4 ounces.....	2 per week
Potatoes, sweet.....	6 ounces.....	1 per week
Peas or beans.....	5 ounces.....	4 per week

ARTICLES.	Quantities.	Meals.
Tomatoes.....	6 ounces.....	2 per week
Tomatoes.....	4 ounces.....	1 per week
Celery or.....	4 ounces }	4 per week
Lettuce.....	2 ounces }	
Beets or.....	3 ounces }	3 per week
Cauliflower or.....	6 ounces }	
Onions or.....	4 ounces }	
Turnips.....	6 ounces }	
Canned fruit.....	1-6 can.....	2 per week
Dried fruit.....	2 ounces.....	1 per week
Fresh fruit:		
Apples or pears, etc.....	4 ounces.....	3 per week
Apples in pie.....	4 ounces.....	1 per week
Grapes.....	6 ounces.....	1 per week
Cheese.....	1 ounce.....	1 per week
Coffee.....	1 ounce.....	15 per week
Tea.....	$\frac{1}{2}$ ounce.....	6 per week
Beef:		
Forequarter.....	6 ounces.....	1 per week
Forequarter.....	4 ounces.....	2 per week
Hindquarter.....	6 ounces.....	3 per week
Chuck.....	6 ounces.....	2 per week
Mutton.....	6 ounces.....	3 per week
Veal.....	6 ounces.....	1 per week
Pork, fresh.....	6 ounces.....	1 per week
Ham.....	4 ounces.....	1 per week
Ham or tongue.....	3 ounces.....	1 per week
Bacon.....	3 ounces.....	1 per week
Chicken.....	1 $\frac{1}{2}$ pounds.....	1 per week
Chicken.....	1 pound.....	1 per week
Fresh fish.....	6 ounces.....	2 per week
Clams or oysters.....	6 only.....	1 per week
Dried beef.....	3 ounces.....	1 per week
Milk, fresh (for cookery and use on cereal at breakfast).....	8 ounces.....	per diem
Milk, fresh (at lunch or dinner).....	6 ounces.....	per diem
Milk, condensed.....	$\frac{1}{2}$ ounce.....	21 per week
Butter (for cookery).....	1 ounce.....	per diem
Butter (for dining-room).....	1 $\frac{1}{2}$ ounce.....	per diem
Sugar (for cookery).....	1 ounce.....	per diem
Sugar (for dining-room).....	1 $\frac{1}{2}$ ounces.....	per diem
Eggs (average).....	2 only.....	2 meals
Eggs (for the week for cookery).....	3 ounces.....	
Lard (for cookery).....	2 ounces.....	per week

NOTE.—Weights of meats and fresh fish are taken as cuts are trimmed for cooking, and not the gross weights in carcass. Seventeen per cent. is allowed for waste (bone, fat, etc.).

5. MINIMUM DIETARY FOR EMPLOYEES.

SUNDAY.

Breakfast.—Hominy, sugar, milk, steak, onions, bread, butter, coffee, sugar, milk.

Dinner.— Roast beef and chicken alternate Sundays, gravy, mashed potato, vegetable, tapioca pudding, bread, butter, tea, sugar, milk.

Supper.— Cold meat, potato salad, prunes, bread, butter, tea, sugar and milk.

MONDAY.

- Breakfast.—Oatmeal, sugar, milk, steak or eggs, potatoes, bread, butter, coffee, milk and sugar.
- Dinner.— Soup, corned beef, potatoes, cabbage, bread, butter, tea, sugar, milk.
- Supper.— Baked beans, apple sauce, bread, butter, tea, sugar, milk.

TUESDAY.

- Breakfast.—Hominy, sugar, milk, corned beef hash, bread, butter, coffee, sugar, milk.
- Dinner.— Mutton stew with vegetables, bread, butter, tea, rice pudding.
- Supper.— Cold meat, hot potatoes, bread, butter, tea, sugar, milk.

WEDNESDAY.

- Breakfast.—Wheaten grits, milk, sugar, chops, bread, butter, coffee, milk, sugar.
- Dinner.— Soup, pot-roast beef, potatoes, vegetables, bread, butter, tea, sugar, milk.
- Supper.— Hash, bread, butter, tea, sugar, milk.

THURSDAY.

- Breakfast.—Indian meal, sugar, milk, steak, potatoes, bread, butter, coffee, sugar, milk.
- Dinner.— Pea soup, roast mutton, potatoes, bread, butter, tea, sugar, milk.
- Supper.— Cold meat, potatoes baked, bread, butter, tea, sugar, milk.

FRIDAY.

- Breakfast.—Oatmeal, sugar, milk, eggs, bread, butter, coffee, sugar, milk.
- Dinner.— Fried fish, onions, bread, butter, bread pudding, coffee, sugar, milk.
- Supper.— Creamed codfish, apple sauce, bread, butter, tea, sugar, milk.

SATURDAY.

Breakfast.—Wheaten grits, sugar, milk, chops, bread, butter. coffee, milk, sugar.

Dinner.— Beef stew, bread, butter, tea, sugar, milk.

Supper.— Hash, pickled beets, bread, butter, tea, sugar, milk.

RAW FOOD MATERIALS.

PER CAPITA QUANTITIES FOR ONE WEEK FOR EMPLOYEES' MENU.

ARTICLES.	Amount used in one week.
Beef.....	112 ounces
Mutton.....	32 ounces
Fish, fresh.....	10 ounces
Fish, salt.....	4 ounces
Milk fresh.....	44 ounces
Milk, condensed.....	11 ounces
Butter.....	8 ounces
Sugar.....	14 ounces
Eggs.....	4 ounces
Crackers.....	2 ounces
Hominy.....	4 ounces
Oatmeal.....	4 ounces
Yellow meal.....	4 ounces
Rolled wheat.....	2 ounces
Rice.....	2 ounces
Beans, dry.....	3 ounces
Peas, dry.....	2 ounces
Pork, salt.....	8 ounces
Bread.....	84 ounces
Potatoes.....	105 ounces
Cabbage.....	8 ounces
Onions.....	15 ounces
Turnips.....	16 ounces
Prunes.....	4 ounces
Dried apples.....	4 ounces
Cheese.....	2 ounces
Coffee.....	4½ ounces
Tea.....	1½ ounces
Eggs.....	4 ounces

CHAPTER V.

APPROVED DIETARY SCHEDULES.

The dietaries which follow are sample ones which experience has shown to be generally satisfactory. It will be understood from the preceding chapters, however, that it would not be practical to attempt giving any of these for consecutive weeks just as they stand; but that it will be necessary for the sake of variety to arrange occasional substitutes of dishes of equivalent food values, and make other modifications according to the season of the year.

The figures given indicating per capita amounts, are simply averages of consumption, and are to be used as the basis of calculation of total amounts—not as the basis of distribution to individuals. For the latter purpose the quantities served should be slightly smaller than indicated by the figures, permitting those who wish it to be served a second time.

1. APPROVED DIETARY FOR A GENERAL HOSPITAL.

FOR PATIENTS NOT ON RESTRICTED DIET.

All quantities are of cooked foods.

SUNDAY.

- Breakfast.—Boiled rice, 6 ounces; with milk, 4 ounces; 1 egg; bread; butter, $\frac{1}{2}$ ounce; coffee, 8 ounces.
- Dinner.— Barley soup, 8 ounces; roast beef, 5 ounces; potatoes, 6 ounces; fresh vegetable, 4 ounces; bread; butter, $\frac{1}{2}$ ounce; custard pudding, 6 ounces.
- Supper.— Baked apple, 6 ounces; bread; butter, $\frac{1}{2}$ ounce; cake, 4 ounces; tea, 12 ounces.

MONDAY.

- Breakfast.—Oatmeal, 6 ounces; with milk, 4 ounces; toast, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 8 ounces.
- Dinner.— Vegetable soup, 8 ounces; chopped beef roast, 6 ounces; potatoes, 6 ounces; fresh vegetable, 4 ounces; bread pudding, 6 ounces; bread; butter, $\frac{1}{2}$ ounce.
- Supper.— Creamed fish, 6 ounces; stewed figs, 6 ounces; bread; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

TUESDAY.

- Breakfast.—Hominy, 6 ounces; with milk, 4 ounces; 1 egg; bread; butter, $\frac{1}{2}$ ounce; coffee, 8 ounces.
- Dinner.— Tomato soup, 8 ounces; roast mutton, 5 ounces; sweet potatoes (or white), 4 ounces; boiled onions, 4 ounces; bread; butter, $\frac{1}{2}$ ounce; apple pudding, 6 ounces.
- Supper.— Rice cooked with milk, 8 ounces; jam, jelly or preserves, 1 ounce; bread; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

WEDNESDAY.

- Breakfast.—Rolled wheat, 6 ounces; with milk, 4 ounces; toast, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 8 ounces.
- Dinner.— Bouillon, 8 ounces; pot roast beef, 5 ounces; gravy; mashed potatoes, 6 ounces; green vegetable, 4 ounces; bread; butter, $\frac{1}{2}$ ounce; farina pudding, 6 ounces.
- Supper.— Milk toast, 8 ounces; stewed prunes, 6 ounces; tea, 12 ounces.

THURSDAY.

- Breakfast.—Indian meal porridge, 6 ounces; with milk, 4 ounces; 1 egg; bread; butter, $\frac{1}{2}$ ounce; coffee 8 ounces.
- Dinner.— Mutton stew, 8 ounces; lima beans, 5 ounces; bread; butter, $\frac{1}{2}$ ounce; salad, green; cracker pudding, 4 ounces.
- Supper.— Boiled rice, 6 ounces; baked apple, 4 ounces; bread; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

FRIDAY.

- Breakfast.—Oatmeal, 6 ounces; with milk, 4 ounces; bread; butter, $\frac{1}{2}$ ounce; syrup, 1 ounce; coffee, 16 ounces.
- Dinner.— Baked or boiled fish, 6 ounces; with sauce; potatoes, 6 ounces; green peas or succotash, 4 ounces; bread; butter, $\frac{1}{2}$ ounce; date or raisin pudding; tea, 8 ounces.
- Supper.— Creamed eggs, 4 ounces; prunes, 6 ounces; zwieback; butter, $\frac{1}{2}$ ounce; tea, 12 ounces.

SATURDAY.

- Breakfast.—Rolled wheat, 6 ounces; with milk, 4 ounces; bacon, 2 ounces; bread; butter, $\frac{1}{2}$ ounce; coffee, 8 ounces.
- Dinner.— Beef stew, 10 ounces; green corn or baked tomatoes or sweet potatoes; bread; butter, $\frac{1}{2}$ ounce; dates or figs, or raisins; 1 orange.
- Supper.— Baked custard, 6 ounces; bread; butter, $\frac{1}{2}$ ounce; stewed pears, 6 ounces; tea, 12 ounces.

2. APPROVED DIETARY FOR A HOME FOR THE AGED.

SUNDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; apple sauce or jam.

Dinner.— Barley soup, 17 ounces; pot roast mutton, 8 ounces; potatoes, 9 ounces; onions, $3\frac{1}{2}$ ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; fig sauce, 8 ounces; gingerbread.

MONDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; 1 egg.

Dinner.— Pea soup, 16 ounces; boiled beef, 9 ounces; potatoes, 9 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; onions or lettuce, 4 ounces; or potato salad.

TUESDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; Indian meal, 8 ounces; with milk, 4 ounces; syrup, $\frac{1}{2}$ ounce.

Dinner.— Beef soup; pork and beans, 10 ounces; potatoes, 9 ounces; fresh vegetable; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Supper.— Tea, 17 ounces; cold beef; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; pear or peach sauce, 8 ounces.

WEDNESDAY.

Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; baked apple.

Dinner.— Vegetable soup, 16 ounces; pot roast beef, 8 ounces; potatoes, 9 ounces; fresh vegetable; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.

Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; prunes, 8 ounces.

THURSDAY.

- Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; oatmeal, 8 ounces; with milk, 4 ounces; syrup, $\frac{1}{2}$ ounce.
- Dinner.— Mutton stew, with potatoes, 20 ounces; cabbage, 6 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.
- Supper.— Tea, 17 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; apple sauce, 8 ounces.

FRIDAY.

- Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; 1 egg.
- Dinner.— Fish, 7 ounces; potatoes, 9 ounces; fresh vegetable; bread, $7\frac{1}{2}$ ounces; coffee, 16 ounces; butter, $\frac{1}{2}$ ounce.
- Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; — cheese, 1 ounce; prunes, 8 ounces.

SATURDAY.

- Breakfast.—Coffee, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; rice, 8 ounces; with milk, 4 ounces.
- Dinner.— Beef broth, 16 ounces; boiled beef, 9 ounces; potatoes, 9 ounces; turnips, 6 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce.
- Supper.— Tea, 16 ounces; bread, $7\frac{1}{2}$ ounces; butter, $\frac{1}{2}$ ounce; apple sauce, 8 ounces.

N. B.—The tea and coffee contain milk and sugar.

All quantities are of cooked foods ready to serve.

3. APPROVED DIETARY AND MENU FOR A HOME FOR CHILDREN.

All quantities are of foods prepared, ready to serve.

SUNDAY.

- Breakfast.—Hominy, 6 ounces; milk, 8 ounces; bread; butter, $\frac{1}{2}$ ounce.
- 10 a. m.— Milk, 8 ounces.
- Dinner.— Beef broth, chopped beef roast, 3-6 ounces; potato, baked, 4 ounces; spinach, 4 ounces; bread.
- Supper.— Warm milk, 8 ounces; stewed prunes, 4 ounces; zwieback, 4 ounces; butter, $\frac{1}{2}$ ounce.

MONDAY.

Breakfast.—Oatmeal, 6 ounces; milk, 8 ounces; bread; butter,
 $\frac{1}{2}$ ounce.

10 a. m.— Milk, 8 ounces.

Dinner.— Potato soup, 8 ounces; egg; junket, 6 ounces; bread;
1 orange, or baked apple.

Supper.— Warm milk, 10 ounces; farina, 6 ounces; sugar, $\frac{1}{2}$
ounce.

TUESDAY.

Breakfast.—Wheaten grits, 6 ounces; milk, 8 ounces; bread;
butter, $\frac{1}{2}$ ounce.

10 a. m.— Milk, 8 ounces.

Dinner.— Mutton broth; fish, 3 ounces; potatoes, 4 ounces;
vegetable, 4 ounces; bread; stewed figs.

Supper.— Warm milk, 10 ounces; cornstarch, 6 ounces; sugar,
 $\frac{1}{2}$ ounce; zwieback.

WEDNESDAY.

Breakfast.—Oatmeal, 4 ounces; milk, 8 ounces; bread; butter,
 $\frac{1}{2}$ ounce.

10 a. m.— Milk, 8 ounces.

Dinner.— Soup, 8 ounces; roast beef, 4 ounces; potato, 4
ounces; vegetable, 4 ounces; bread.

Supper.— Milk, 8 ounces; stewed or baked apples, 4 ounces;
zwieback, 4 ounces; butter, $\frac{1}{2}$ ounce.

THURSDAY.

Breakfast.—Indian meal porridge, 4 ounces; milk, 8 ounces;
bread; butter, $\frac{1}{2}$ ounce.

10 a. m.— Milk, 8 ounces.

Dinner.— Broth, 8 ounces; mutton, 4 ounces; fresh vegetable,
6 ounces; bread; baked apple.

Supper.— Warm milk, 10 ounces; boiled rice, 6 ounces; sugar,
 $\frac{1}{2}$ ounce.

FRIDAY.

Breakfast.—Oatmeal, 4 ounces; milk, 8 ounces; bread; butter,
 $\frac{1}{2}$ ounce.

10 a. m.— Milk, 8 ounces.

- Dinner.— Soup, 8 ounces; fish, 3 ounces; potatoes, 4 ounces; fresh vegetable, 4 ounces; junket, 6 ounces; bread.
- Supper.— Milk, 8 ounces; apple sauce or baked apple, 4 ounces; zwieback, 4 ounces; butter, $\frac{1}{2}$ ounce.

SATURDAY.

- Breakfast.—Wheaten grits, 6 ounces; milk, 8 ounces; bread; butter, $\frac{1}{2}$ ounce.
- 10 a. m.— Milk, 8 ounces.
- Dinner.— Vegetable soup, 8 ounces; hamburg steak; bread; stewed figs.
- Supper.— Warm milk, 10 ounces; rice, 6 ounces; sugar, $\frac{1}{2}$ ounce.

Note.—Cocoa to be served at breakfast or supper in place of milk during the winter months to children over 4 years of age.

Note.—A mid-afternoon lunch of crackers and milk should be served to younger children.

Note.—The quantities given as per capita, are *averages* of the quantities served to children of ages from 2 to 14 years.

4. APPROVED DIETARY FOR OFFICERS, HOUSE STAFF AND NURSES.

What shall constitute the standard for an approved dietary for classes other than patients and charges of public institutions has been a much discussed question. The standards of living for officers and employees vary widely with institutions, and low cost rather than fitness often seems to be the prime consideration in the selection of these dietaries. The whole matter is somewhat complicated at best and only the most general rules governing it can be formulated.

The minimum dietary for officers, house staff and nurses given in the preceding section should be the standard only where the salaries paid will enable these individuals to purchase for themselves any extras they may desire, and also enable them to take occasional meals outside of the institution. For those whose maintenance in the institution constitutes a considerable part of their compensation for services rendered, as in the case of medical internes, nurses and low salaried officers, it is desirable to

increase the variety of the menu by: 1. Offering a choice of two meats whenever ham, mutton, or any meat not universally popular is to be served; 2. Offering a choice of two desserts; 3. Serving both fish and meat or eggs on Fridays or fast days, instead of fish only; 4. Always serving a side dish, as meat or vegetable entree, in addition to the regular luncheon; 5. Adding a vegetable to the dinner menu.

A fairly ample diet schedule for these important sections of an institution's population follows:

APPROVED DIETARY FOR OFFICERS, HOUSE STAFF AND NURSES.

SUNDAY.

Breakfast.—Fruit, farina or prepared breakfast food, as force or grape-nuts; eggs, bacon, baked potatoes, toast, coffee cake, coffee.

Dinner.—Oysters or clams on half-shell, cream of tomato, corn or pea soup, panned chicken or roast turkey, boiled rice, fried sweet potatoes, cranberry sauce, green peas or beans, salad, ice cream, coffee.

Supper.—Cold ham or tongue, chicken or lobster salad, scalloped oysters or potatoes, sliced peaches or strawberries or bananas, with whipped cream or ice cream; chocolate or cocoanut layer cake, tea, coffee or chocolate.

MONDAY.

Breakfast.—Fruit, oatmeal, eggs, hash balls with brown sauce, creamed potatoes, toast, coffee.

Luncheon.—Beefsteak, French fried potatoes, stewed corn, tomato salad with mayonnaise; baked apples or pears, cup cakes, tea, coffee.

Dinner.—Bouillon, roast mutton, and corned beef; mashed potatoes, lima beans, fried or scalloped tomatoes, or egg plant, custard or lemon or cocoanut pie, coffee.

TUESDAY.

Breakfast.—Fruit, hominy, eggs, kippered herring or creamed fish, baked potatoes, rolls, toast, coffee.

Luncheon.—Cold corned beef, lamb chops, rice croquettes, Waldorf salad, crullers or French toast, apple sauce or baked apple, tea, coffee.

Dinner.—Mutton broth, roast beef, potatoes browned in gravy, stewed or scalloped tomatoes, corn or apple or French fritters, celery or lettuce, pudding, crackers, cheese, coffee.

WEDNESDAY.

Breakfast.—Fruit, rolled wheat, eggs, boiled ham, fried Indian mush, rolls, toast, coffee.

Luncheon.—Fried oysters or clam fritters, cold roast beef, potato salad, preserves, cookies or jumbles, tea, coffee and chocolate or cocoa.

Dinner.—Sardine or cheese canape, Julienne soup, fricassee of chicken or roast duck and apple sauce, roast sweet potatoes, green peas, or beans, corn or stewed onions, ice cream, coffee.

THURSDAY.

Breakfast.—Fruit, farina or shredded wheat biscuit, eggs, steak, hashed brown potatoes, baking powder biscuit, toast, coffee.

Luncheon.—Cold ham, Irish stew, celery or lettuce or Romaine salad, prunes, fig or date sauce, gingerbread, tea, coffee.

Dinner.—Cream of bean soup, roast veal with stuffing, Saratoga potatoes, corn pudding, pie, cheese, coffee.

FRIDAY.

Breakfast.—Fruit, oatmeal, eggs, bacon, baked potato, wheat cakes and syrup, toast, coffee.

Luncheon.—Oyster stew or clam chowder, chops, stuffed eggs or scalloped fish, salad a la russe, jam cakes or jelly roll, coffee, tea.

Dinner.—Cream asparagus soup, baked or boiled fish, roast beef, cucumbers, potato croquettes, succotash, fruit pudding, coffee.

SATURDAY.

Breakfast.—Fruit, rolled wheat, eggs, creamed dried beef, fried potatoes, corn bread, toast, coffee.

Luncheon.—Steak or chops, fried sweet potatoes, green peas, salad, sliced oranges, nuts and raisins, tea, coffee.

Dinner.— Consommé or tomato bouillon, roast ham or pork, pot roast beef, boiled hominy, spinach or sprouts, sweet potato scallop or croquettes, pie, coffee.

CHAPTER VI.

MAXIMUM DIETARIES.

The standard for the maximum dietary for any class of inmates of public institutions must vary with the conditions of life of that class. Probably the dietary with the highest nutritive value justifiably employed is that for cases of tuberculosis, where superalimentation constitutes the most important part of the treatment of the disease. The quantities of nutrients (protein and fats particularly) given are in excess of those required by the normal individual in institutions. Following are sample menus showing this maximum dietary as applied in three institutions; the difference in cost does not indicate a commensurate difference in nutritive value, but illustrates the proportionate increase of cost with variety.

1. ANNEX MENUS, LOOMIS SANITARIUM, NEW YORK STATE.

Breakfast — 7:00 a. m.

Fruits—

A different variety each morning.

Cereal—One of the following:

Oatmeal; hominy; Indian meal; boiled rice.

Eggs—

Soft boiled; raw.

Only one article—

Fried bacon; creamed codfish; chipped beef, creamed; codfish cakes.

Milk; coffee; cocoa; a variety of well-made breadstuffs; butter.

Dinner — 12:30.

Soup—one of the following:

Vegetable; beef; pea; mutton; tomato bisque; clam broth or chowder.

Meats—one of the following:

Roast beef; boiled lamb with caper sauce; roast lamb; chicken; boiled ham.

Vegetables—one of the following:

Potatoes, mashed, boiled; corn; string beans; creamed onions; peas; tomatoes; succotash.

Desserts—one of the following:

Ice cream; rice pudding; cottage pudding; tapioca pudding; apple pie; boiled pudding; bread; butter; cocoa; milk.

Supper — 5:30 p. m.

One of the following:

Lamb chops; creamed smoked beef; meat pie; beefsteak; oysters (scalloped or stewed); cold ham.

One of the following:

Escalloped potatoes, baked potatoes, fried potatoes, French fried potatoes, creamed potatoes.

One of the following:

Apple sauce; boiled rice; prunes; baked apples; stewed apricots; preserved pears or preserved peaches.

Cake, bread and butter, coffee, cocoa, milk.

Baked fish is also served occasionally: haddock, bluefish, or cod.

DIETS.

10:00 a. m.—Milk or eggs.

3:00 p. m.—Milk or eggs.

8:00 p. m.—Milk.

2. ONE WEEK'S MENU, STATE SANITARIUM AT RUTLAND, MASSACHUSETTS.

COST \$.57 PER CAPITA, PER DIEM.

FRIDAY — September 23.

Breakfast.—Fruit, oatmeal with milk, creamed codfish, baked potatoes, corn muffins, bread, butter, cereal coffee, milk ad lib.

- Dinner.— Soup, baked bluefish, cold meat, potatoes and one other vegetable, bread, butter, baked custard.
- Supper.— Hominy with milk, baked beans and brown bread, bread, butter, chocolate layer cake, milk ad lib.

SATURDAY — September 24.

- Breakfast.—Wheat flakes with milk, steak, potatoes, wheat muffins, bread, butter, cereal coffee, milk ad lib.
- Dinner.— Soup, roast lamb, potatoes and one other vegetable, bread, butter, Indian pudding.
- Supper.— Rice with milk, creamed ham, baked potatoes, waffles, bread, butter, milk ad lib.

SUNDAY — September 25.

- Breakfast.—Farina with milk, chops, potatoes, bread, butter, graham muffins, cereal coffee, milk ad lib.
- Dinner.— Soup, chicken pie, potatoes, and one vegetable, celery, bread, butter, tapioca cream.
- Supper.— Cracked wheat with milk, oyster stew, crackers, bread, butter, jumbles, milk ad lib.

MONDAY — September 26.

- Breakfast.—Hominy with milk, eggs and bacon, potatoes, corn bread, bread, butter, baked apples, cereal coffee, milk ad lib.
- Dinner.— Soup, roast beef, potatoes and one other vegetable, bread, butter, banana jelly.
- Supper.— Wheat flakes with milk, cold meat, creamed potatoes, bread, butter, fruit sauce, milk ad lib.

TUESDAY — September 27.

- Breakfast.—Cracked wheat with milk, steak, potatoes, bread, butter, wheat muffins, cereal coffee, milk ad lib.
- Dinner.— Soup, roast lamb with mint sauce, potatoes and one other vegetable, bread, butter, fresh fruit.
- Supper.— Cornmeal with milk, meat hash, bread, butter, rolls, baked apples, milk ad lib.

WEDNESDAY — September 28.

Breakfast.—Farina with milk, eggs and bacon, potatoes, bread, butter, corn muffins, cereal coffee, fresh fruit, milk ad lib.

Dinner.— Soup, roast beef, potatoes and one other vegetable, bread, butter, Spanish cream.

Supper.— Hominy with milk, cold meat, Lyonnaise potatoes, bread, butter, fruit sauce, milk ad lib.

THURSDAY — September 29.

Breakfast.—Wheat flakes with milk, chops, potatoes, bread, butter, graham bread, cereal coffee, milk ad lib.

Dinner.— Soup, steak, baked sweet potatoes, one other vegetable, bread, butter, apple tapioca pudding.

Supper.— Cracked wheat with milk, egg salad, bread, butter, baking powder biscuit with maple syrup, milk ad lib.

In addition to the above regular meals, lunches of raw eggs and milk are served at 10:30 a. m. and at 3 and 8:30 p. m. By special order of the physician, extra chops, steak or eggs are served at the regular meal. For a certain number of patients the dietitian plans a regular light diet.

3. DIETARIES OF THE TUBERCULOSIS INFIRMARY, METROPOLITAN HOSPITAL,

BLACKWELL'S ISLAND, NEW YORK CITY.

REGULAR DIET.

As per the following schedules, which allow:

3 eggs daily; 40 ounces milk daily; $1\frac{1}{2}$ ounces butter daily;
2 ounces sugar daily.

LIGHT DIET.

For bed patients only.

64 ounces milk daily; 4 eggs daily; 1 pint of broth as specified, and any 2 articles selected from extra diet list; toast ad libitum.

LIQUID DIET.

Milk; albumen water, ad libitum; broths: scorched farinaceous food; daily maximum allowance of milk, 48 ounces.

EXTRA DIET.

Any two of the following articles may be ordered either alone, or in addition to any of the above diets:

Beef, mutton, chicken and clam broth; beef juice, scraped beef, steaks, chops, bacon, custard, simple puddings, wine and lemon jellies, junket, fresh fruits (specified); emulsion and sherry at hour regulated by doctor's order on slip.

AT 3 P. M. AT THE DISCRETION OF SUPERINTENDENT.

Eggnog; hot chocolate; beef tea; koumiss; matzoon; malted milk; Fessenden's food; ice cream; iced tea; buttermilk in summer.

REGULAR DIETARY, SCHEDULE 1.

SUNDAY.

6 a. m.— Hot milk.

Breakfast—7:30 a. m.—Rolled wheat, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Milk.

Dinner.— Vegetable soup, 12 ounces; fricassee of chicken, 8 ounces; vegetable, 4 ounces; potatoes, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; cracker and rice pudding, 6 ounces.

3 p. m.— Hot chocolate.

Supper.— 1 egg; potatoes, 4 ounces; apple sauce, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

6 p. m.— Milk.

MONDAY.

6 a. m.— Hot milk.

Breakfast.—Hominy, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Milk.

Dinner.— Barley soup, 12 ounces; roast beef, 6 ounces; vegetable, 4 ounces; potatoes, 4 ounces; farina pudding, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

3 p. m.— Eggnog.

Supper.— Oatmeal and prune pudding, 8 ounces; milk, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

TUESDAY.

6 a. m.— Hot milk.

Breakfast.—Oatmeal, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; meat, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Eggnog.

Dinner.— Pea soup, 12 ounces; roast mutton, 6 ounces; potatoes, 4 ounces; vegetables, 4 ounces; tapioca pudding, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

3 p. m.— Milk.

Supper.— 2 eggs; stewed prunes, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

8 p. m.— Milk.

WEDNESDAY.

6 a. m.— Hot milk.

Breakfast.—Rolled wheat, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; mackerel, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Milk.

Dinner.— Vegetable, 12 ounces; roast beef, 6 ounces; beans, 4 ounces; potatoes, 4 ounces; farina pudding, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

3 p. m.— Eggnog.

Supper.— 2 eggs; rice, 6 ounces; milk, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

THURSDAY.

6 a. m.— Hot milk.

Breakfast.—7.30 a. m.—Farina, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Milk.

Dinner.— Bean soup, 12 ounces; beef stew with potatoes, 16 ounces; 1 egg; baked suet pudding, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce.

3 p. m.— Hot chocolate.

Supper.— Macaroni with cheese; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

FRIDAY.

6 a. m.— Hot milk.

Breakfast.—Hominy, 6 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 12 ounces.

10 a. m.— Hot milk.

Dinner.— Pea soup, 12 ounces; baked fish, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; rice pudding, 6 ounces.

3 p. m.— Milk.

Supper.— One egg; farina, 6 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

SATURDAY.

6 a. m.—Hot milk.

Breakfast.—Oatmeal, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m. Milk.

Dinner.— Vegetable soup, 12 ounces; roast mutton, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; bread pudding with currants, 6 ounces.

3 p. m.— Eggnog.

Supper.— Two eggs. Indian meal and molasses pudding, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

SCHEDULE II.

SUNDAY.

6 a. m.— Hot milk.

Breakfast.—7:30 a. m.—Rolled wheat, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; butter, $\frac{1}{2}$ ounce; bread, 4 ounces; coffee, 16 ounces.

10 a. m.— Milk.

- Dinner.— Lentil soup, 12 ounces; roast beef, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; chocolate blanc mange, 6 ounces.
- 3 p. m.— Koumiss.
- Supper.— One egg; stewed prunes, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.
- 8 p. m.— Milk.

MONDAY.

- 6 a. m.— Hot milk.
- Breakfast.—7:30 a. m.—Indian meal, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; mackerel, 4 ounces; bread, 4 ounces; butter $\frac{1}{2}$ ounce; coffee, 16 ounces.
- 10 a. m.— Milk.
- Dinner.— Mutton broth, 12 ounces; roast mutton, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; apple tapioca pudding, 6 ounces.
- 3 p. m.— Whole beef tea.
- Supper.— Two eggs; apple sauce, 8 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.
- 8 p. m.— Milk.

TUESDAY.

- 6 a. m.— Hot milk.
- Breakfast.—7:30 a. m.—Oatmeal, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.
- 10 a. m.— Milk.
- Dinner.— Rice puree, 12 ounces; roast beef, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; cracker pudding, 6 ounces.
- 3 p. m.— Hot chocolate.
- Supper.— One egg; potato salad, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.
- 8 p. m.— Milk.

WEDNESDAY.

- 6 a. m.— Hot milk.
- Breakfast.—7:30 a. m.—Hominy, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; meat, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.
- 10 a. m.— Milk.

Dinner.— Barley soup, 12 ounces; beef stew with potatoes, 16 ounces; 1 egg; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; bread pudding, 6 ounces.

3 p. m.— Eggnog.

Supper.— One egg; apple and cracker pudding, 6 ounces, with milk, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

THURSDAY.

6 a. m.— Hot milk.

Breakfast—7:30 a. m.—Rolled wheat, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Milk.

Dinner.— Vegetable soup, 12 ounces; roast mutton, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; farina pudding, 6 ounces.

3 p. m.— Hot chocolate.

Supper.— One egg; Indian meal, 6 ounces; milk, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

FRIDAY.

6 a. m.— Hot milk.

Breakfast—7:30 a. m.—Oatmeal, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; 2 eggs; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.— Milk.

Dinner.— Bean soup, 12 ounces; baked fish, 6 ounces; potatoes, 8 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tapioca pudding, 6 ounces.

3 p. m.— Milk.

Supper.— One egg; macaroni with tomatoes, 6 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.

8 p. m.— Milk.

SATURDAY.

6 a. m.— Hot milk.

Breakfast—7:30 a. m.—Hominy, 8 ounces; milk, 4 ounces; sugar, $\frac{1}{2}$ ounce; meat, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; coffee, 16 ounces.

10 a. m.—	Eggnog.
Dinner.—	Beef soup, 12 ounces; boiled beef, 6 ounces; potatoes, 4 ounces; vegetable, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; rice pudding, 6 ounces.
3 p. m.—	Milk.
Supper.—	Two eggs; farina, 6 ounces; milk, 4 ounces; bread, 4 ounces; butter, $\frac{1}{2}$ ounce; tea, 16 ounces.
8 p. m.—	Milk.

RAW FOOD MATERIALS.

Per capita, per diem, quantities of raw food materials required for above dietaries at the Tuberculosis Infirmary, Metropolitan Hospital, New York City.

Eggs.....	Reg.	Light	Li.	
	3	4	3	daily
		$\frac{1}{2}$ in puddings.....		daily
Milk.....	Reg.	Light	Li.	
	40 oz.	64 oz.	40 oz.	daily
	3 ounces in puddings.....			daily
Condensed milk.....	$\frac{1}{2}$ ounce in tea and coffee....			daily 2 meals
Butter.....	$\frac{1}{2}$ ounces.....			daily
Buttermilk.....	8 ounces.....			2 meals weekly (June, July, Aug., Sept.)
Tea.....	$\frac{1}{2}$ ounce.....			daily
Coffee.....	$\frac{1}{2}$ ounce.....			daily
Sugar.....	2 ounces.....			daily
Rolled wheat.....	$1\frac{1}{2}$ ounces.....			2 meals weekly
Indian meal.....	$1\frac{1}{2}$ ounces.....			1 meal weekly
Oatmeal.....	2 ounces.....			2 meals weekly
Hominy.....	$1\frac{1}{2}$ ounces.....			2 meals weekly
Farina.....	$1\frac{1}{2}$ ounces.....			1 meal weekly
Tapioca.....	1 ounce.....			2 meals weekly
Barley.....	$\frac{1}{2}$ ounce.....			1 meal weekly
Rice.....	1 ounce.....			3 meals weekly
Lentils.....	4 ounces.....			1 meal weekly
Beans.....	4 ounces.....			2 meals weekly
Peas.....	3 ounces.....			1 meal weekly
Macaroni.....	2 ounces.....			1 meal weekly
Crackers.....	2 ounces.....			2 meals weekly
Prunes.....	$1\frac{1}{2}$ ounces.....			1 meal weekly
Apples (dried).....	$1\frac{1}{2}$ ounces.....			3 meals weekly
Cheese.....	$\frac{1}{2}$ ounce.....			1 meal weekly
Tomatoes.....	8 ounces.....			1 meal weekly
Molasses.....	1 ounce.....			1 meal weekly
Chocolate.....	$\frac{1}{2}$ ounce.....			twice weekly
Zoolak.....	6 ounces.....			1 meal weekly
Bread.....	1 pound.....			daily
Potatoes.....	4 ounces.....			daily
Onions.....	4 ounces.....			1 meal weekly
Carrots.....	4 ounces.....			1 meal weekly
Turnips.....	4 ounces.....			1 meal weekly
Parsnips.....	4 ounces.....			2 meals weekly

616 ANNUAL REPORT OF THE STATE BOARD OF CHARITIES.

Beets.....	4 ounces.....	1 meal weekly
Cabbage.....	4 ounces.....	1 meal weekly
Chicken.....	1 pound.....	bi-weekly
Beef... { Sunday {	8 ounces (trimmed weight)	bi-weekly
Beef.....	8 ounces (trimmed weight)	3 meals weekly
Mutton.....	8 ounces (trimmed weight)	2 meals weekly
Fish (fresh).....	8 ounces (trimmed weight)	1 meal weekly
Mackerel (salt).....	6 ounces.....	1 meal weekly

SPECIAL DIET KITCHEN.

Beef for broth.....	40 pounds.....	daily
Mutton for broth.....	10 pounds.....	daily
Chicken for broth.....	10 pounds.....	daily
Sugar.....	5 pounds.....	daily
Eggs.....	5 dozen.....	daily
Vanilla.....	2 ounces.....	daily
Lemons.....	3 dozen.....	daily
Gelatine.....	2 dozen boxes.....	weekly
Clams.....	300	weekly

PROCEEDINGS

OF THE

New York State Conference of Charities and Correction at the
Sixth Annual Session, held in New York, November 14,
15 and 16, 1905.

PREFACE.

The Sixth New York State Conference of Charities and Correction was held in New York City, November 14 to 16, 1905, under the presidency of Mr. Nathan Bijur of the same city, Vice-President of the United Hebrew Charities.

The Conference brought together about five hundred persons interested in charitable and correctional work, to listen to the valuable and instructive addresses and to take part in the discussions.

The Seventh Conference will be held in Rochester, November 13 to 15, 1906, with Hon. William Mabon, M. D., President of the State Commission in Lunacy, as President.

ALBANY, *March*, 1906.

TABLE OF CONTENTS.

	PAGE.
Table of Contents.....	621
Organization and Officers of the Conference.....	623
Program of the Conference.....	629
FIRST SESSION:	
Prayer by The Most Rev. John M. Farley, D. D., Archbishop of the Diocese of New York.....	633
Addresses by:	
Dr. Thomas Darlington.....	634
Hon. Joseph H. Choate.....	636
Prof. Edward T. Devine.....	640
Rabbi Stephen S. Wise, Ph. D.....	644
Nathan Bijur, President of the Conference	648
SECOND SESSION:	
Subject, Care and Relief of Needy Families in Their Homes:	
Report of the Committee, by Dr. Lee K. Frankel, Chairman.....	655
Agricultural Colonies as a Remedy for Dependence, by Miss Evangeline C. Booth.....	663
Discussion, led by Prof. Morris Loeb.....	673
Industrial Removal as a Remedy for Dependence, by Morris D. Waldman.....	678
Discussion, led by Miss Frances A. Kellor.....	687
THIRD SESSION:	
Subject, The Sick and Mentally Defective:	
Report of the Committee, by Dr. William Mabon, Chairman....	700
The Care of the Sick Outside of Institutions, by Dr. Bertha A. Rosenfeld.....	713
Discussion, led by Rev. D. J. McMahon, D. D.....	718
The Advantages of Accurate and Coördinated Statistics in Hos- pital Work, by Dr. Frederick A. Cleveland.....	733
Discussion, led by Frank Tucker.....	740
FOURTH SESSION:	
Subject, Dependent, Neglected and Delinquent Children:	
Report of the Committee, by William Church Osborn, Chairman..	749
Atypical Children in the Public Schools, by Dr. Edgar D. Shimer..	763
Discussion, led by Dr. John H. Finley.....	772
The Education of Dependent Children in Institutions, by R. R. Reeder.....	778
Discussion, led by Rev. Thomas A. Thornton, D. D.....	787

FIFTH SESSION:

Subject, Treatment of the Criminal:	PAGE.
Report of the Committee, by Samuel J. Barrows, Chairman.....	792
The Influence of Reformatory Treatment Upon Crime, by Joseph F. Scott.....	802
Discussion, led by Dr. William O. Stillman.....	808
Criminality in Children; Some Preventive Measures, by Charles D. Hilles.....	813
Discussion, led by Hon. Robert J. Wilkin.....	820

SIXTH SESSION:

Subject, Social Betterment:	
Report of the Committee, by Thomas M. Mulry, Chairman.....	826
The Settlement Movement—Its Purposes, Benefits and Defects, by Mrs. Melvin P. Porter.....	831
Discussion, led by Samuel T. Dutton.....	838
Some Conditions Affecting the Homes of the Poor, by John J. Fitzgerald.....	842
Discussion, led by Herbert Lee Satterlee.....	849

SEVENTH SESSION:

Subject, Enforcement of Law and Elimination of Politics in Charitable and Correctional Work:	
Report of the Committee, by Dr. William O. Stillman, Chairman..	853
Enforcement of Factory Laws with Special Reference to Child Labor, by Hon. P. Tecumseh Sherman.....	863
Discussion, led by Mrs. Florence Kelley.....	869
Legislation for Social Betterment, by Hon. James T. Rogers....	871
Discussion, led by Hon. Julius M. Mayer.....	879

Report of Committee on Resolutions.....	881
Organization of Conference of 1906, report of committee on.....	886
Nominations to Conference of 1906.....	886
Report of Committee on Time and Place.....	890
Adjournment of the Sixth Conference of Charities and Correction	890
Constitution and By-Laws of the New York State Conference of Charities and Correction.....	891
List of Delegates and Members.....	895
Index.....	917

ORGANIZATION OF THE CONFERENCE.

OFFICERS OF THE CONFERENCE.

PRESIDENT,

NATHAN BIJUR, 34 Nassau St., New York.

VICE-PRESIDENTS,

HON. CHARLES ANDREWS, Syracuse.

DANIEL B. MURPHY, Rochester.

R. FULTON CUTTING, New York.

SECRETARY,

HON. GEORGE McLAUGHLIN, The Capitol, Albany.

ASSISTANT SECRETARIES,

WELLINGTON D. IVES, Albany.

HON. P. H. BIRD, New York.

PORTER R. LEE, Buffalo.

TREASURER,

FRANK TUCKER, 105 East 22nd St., New York.

COMMITTEES OF THE CONFERENCE.

EXECUTIVE COMMITTEE.

NATHAN BIJUR, 34 Nassau St., New York, President of the Conference,
Chairman, ex officio.

Hon. William P. Letchworth, LL.D.,
Portage.

Hon. George McLaughlin, Capitol,
Albany.

Hon. Robert W. de Forest, 30 Broad
St., New York.

Frank Tucker, 105 East 22nd St.,
New York.

Hon. William R. Stewart, 31 Nassau
St., New York.

Hon. George A. Lewis, Erie Co. Bk.
Bldg., Buffalo.

Thomas M. Mulry, 543 West 21st
St., New York.

Hon. Simon W. Rosendale, 57 State
St., Albany.

Robert W. Hebbard, Capitol, Albany

George B. Robinson, 415 Broome St.,
New York.

COMMITTEE ON CARE AND RELIEF OF NEEDY FAMILIES IN THEIR HOMES.

Chairman, Dr. Lee K. Frankel, New York.

William H. Allen, New York.

Hon. Homer Folks, New York.

Miss Eva Booth, New York.

Edward J. Hussey, Albany.

James F. Boyle, New York.

Redmond Keating, New York.

Caryl Coleman, Pelham Manor.

Mrs. Max Landsberg, Rochester.

Frank P. Cuncheon, New York.

Clarence V. Lodge, Rochester.

Mrs. William Einstein, New York.

Rev. D. J. McMahon, New York.

Mrs. Henry L. Elsner, Syracuse.

Mrs. Jacob H. Schiff, New York.

Hon. Augustus Floyd, New York.

COMMITTEE ON SICK AND MENTALLY DEFECTIVE.

Chairman, Hon. William Mabon, M. D., Albany.

Hon. R. C. Briggs, Rome.	Hon. James H. Tully, New York.
Rev. J. H. Conroy, Ogdensburg.	Frederick Peterson, M. D., New York.
Mrs. C. E. Crouse, Syracuse.	Henry Solomon, New York.
Hon. George E. Dunham, Utica.	Hon. Enoch Vine Stoddard, M. D., Rochester.
John F. FitzGerald, M. D., Brooklyn.	Hon. Myles Tierney, New York.
Mrs. L. E. Griffith, Troy.	Isaac Wallach, New York.
Paul Kennaday, New York.	Mrs. Charles W. Winspear, Newark.
Hoffman Miller, New York.	

COMMITTEE ON SOCIAL BETTERMENT.

Chairman, Thomas M. Mulry, New York.

Dr. David Blaustein, New York.	Herbert Livingston Satterlee, New York.
Rev. J. Devlin, Chateaugay.	Hon. M. J. Scanlan, New York.
Miss Bertha Frandsdorf, Syracuse.	Mrs. Mary K. Simkhovitch, New York.
Miss Emily S. Holmes, Buffalo.	J. W. Sullivan, New York.
Miss Mary P. McHugh, Albany.	Martin L. Whelan, Troy.
Mrs. Joseph J. O'Donohue, New York.	Rev. Leighton Williams, New York.
Rev. A. V. V. Raymond, D. D., Sche- nectady.	Hon. Timothy L. Woodruff, Brooklyn.
Miss Julia Richman, New York.	

COMMITTEE ON TREATMENT OF THE CRIMINAL.

Chairman, Hon. Samuel J. Barrows, New York.

Frederic Almy, Buffalo.	Hon. Thomas W. Hynes, Brooklyn.
Mrs. William W. Armstrong, Roches- ter.	Addison Johnson, Ossining.
Edmond J. Butler, New York.	Hon. Thomas J. Lantry, New York.
Joseph P. Byers, Randall's Island.	Hon. Julius M. Mayer, New York.
George Deyo, Dannemora.	Hon. Thomas Murphy, Buffalo.
Mrs. Henry P. Griffin, White Plains.	Mrs. Marcia Chace Powell, Ghent.
Samuel B. Hamburger, New York.	Col. Joseph F. Scott, Elmira.
	Mrs. Annie M. Welshe, Auburn.

COMMITTEE ON DEPENDENT, NEGLECTED AND DELINQUENT CHILDREN.

Chairman, Hon. William Church Osborn, New York.

Rev. Nelson H. Baker, West Seneca.	Mrs. Frank Mason North, New York.
Richard C. Baker, New York.	R. R. Reeder, Hastings.
George R. Brown, Yonkers.	Simon F. Rothchild, Brooklyn.
Miss Mary Vida Clark, New York.	Leo A. Schlitzer, Rochester.
Thomas F. Delaney, Syracuse.	Louis Stern, New York.
John R. Hopkins, Rochester.	William J. Wallis, Albany.
Adolph Lewisohn, New York.	Rev. Wm. J. White, D. D., Brooklyn.
Lafayette L. Long, Buffalo.	

COMMITTEE ON ENFORCEMENT OF LAW AND ELIMINATION OF POLITICS IN
CHARITABLE AND CORRECTIONAL WORK.

Chairman, William O. Stillman, M. D., Albany.

John J. Barry, New York.	E. Fellows Jenkins, New York.
Charles Cauley, Rochester.	George McAneny, New York.
Edward T. Devine, New York.	Hon. Dennis McCarthy, Syracuse.
Samuel B. Donnelly, New York.	W. J. McClusky, Syracuse.
Mrs. A. Falker, Syracuse.	Thomas C. Smith, New York.
R. L. Fox, Oneonta.	Howard Townsend, New York.
Rev. Adolph Guttman, Syracuse.	Mornay Williams, New York.
Robert Hunter, New York.	

LOCAL COMMITTEE.

Chairman, Hon. Joseph H. Choate.

Vice-Chairman, Hon. Morgan J. O'Brien.

Secretary, Walter E. Kruesi, 105 East 22nd St., New York City.

Treasurer, Isaac N. Seligman, Mills Bldg., New York City.

Leo Arnstein, New York City.	Rev. Dr. F. de Sola Mendes, New York City.
Felix Adler, New York City.	Rev. Dr. H. Pereira Mendes, New York City.
Rev. Prof. Joseph Mayor Asher, New York City.	Charles Murray, New York City.
M. E. Bannin, New York City.	Benno Neuberger, New York City.
Mrs. Tunis G. Bergen, Brooklyn.	Thomas J. O'Donohue, New York City.
Mrs. Nathan Bijur, New York City.	N. Taylor Phillips, New York City.
David Blaustein, New York City.	James J. Phelan, New York City.
C. Loring Brace, New York City.	Herbert Parsons, New York City.
John Byrne, New York City.	Mrs. Herbert Parsons, New York City.
R. Fulton Cutting, New York City.	Rev. C. H. Parkhurst, New York City.
B. Ogden Chisolm, New York City.	M. Warley Platzek, New York City.
John C. Clark, New York City.	John J. Pulleyn, New York City.
Edward T. Devine, New York City.	Julia Richman, New York City.
Charles Dittman, New York City.	Jacob A. Riis, Richmond Hill, New York City.
Mrs. William Einstein, New York City.	D. B. St. John Roosa, M. D., New York City.
John H. Finley, New York City.	George B. Robinson, New York City.
Lee K. Frankel, New York City.	Herman Ridder, New York City.
Stephen Farrelly, New York City.	W. Emlen Roosevelt, New York City.
Homer Folks, New York City.	Thomas F. Ryan, New York City.
Mrs. Marietta Fullerton, New York City.	Rev. Dr. S. Schulman, New York City.
Robert W. de Forest, New York City.	Louis Seligsberg, New York City.
Edward J. Gallagher, M. D., New York City.	Isaac N. Seligman, New York City.
R. W. Gilder, New York City.	Joseph Silverman, D. D., New York City.
Rev. Percy S. Grant, New York City.	
William Guggenheim, New York City.	
R. W. Hiller, New York City.	
Mrs. S. F. Hallock, New York City.	

- Samuel B. Hamburger, New York City.
 Louis A. Heimsheimer, New York City.
 Rev. J. H. Hoadley, D. D., New York City.
 Mrs. Richard March Hoe, New York City.
 Robert Hunter, New York City.
 I. S. Isaacs, New York City.
 Miss A. B. Jennings, New York City.
 Alexander Johnson, New York City.
 Leon Kamaiky, New York City.
 Isidore S. Korn, New York City.
 Mrs. Frederick S. Lee, Irvington-on-the-Hudson.
 Mrs. Leo N. Levi, New York City.
 Adolph Lewisohn, New York City.
 Morris Loeb, New York City.
 Seth Low, New York City.
 Harris Masliansky, New York City.
 John B. Mayo, New York City.
 Julius M. Mayer, New York City.
 George McAneny, New York City.
 M. F. McDermott, Brooklyn.
 John McMahon, Brooklyn.
 Edward J. McGuire, New York City.
 James McGovern, New York City.
 Charles F. McKenna, New York City.
 James Speyer, New York City.
 Jacob H. Schiff, New York City.
 Mortimer L. Schiff, New York City.
 Henry Solomon, New York City.
 William I. Spiegelberg, New York City.
 Cyrus L. Sulzberger, New York City.
 Isaac Stern, New York City.
 Leopold Stern, New York City.
 William R. Stewart, New York City.
 Ernest M. Stires, New York City.
 Howard Townsend, New York City.
 Alfred J. Talley, New York City.
 Richard S. Treacy, New York City.
 V. Sidney Rothschild, New York City.
 Frank Tucker, New York City.
 Myles Tierney, New York City.
 Oswald Garrison Villard, New York City.
 Everett P. Wheeler, New York City.
 F. L. Wachenheim, M. D., New York City.
 John Seely Ward, Jr., New York City.
 Mrs. Schuyler Warren, New York City.
 Mrs. George Waddington, New York City.
 James M. Whiton, New York City.

EXECUTIVE COMMITTEE OF LOCAL COMMITTEE.

Chairman, R. Bayard Cutting.*Secretary*, Walter E. Kruesi.

Sidney Borg.

George J. Gillespie.

P. Tecumseh Sherman.

Paul M. Warburg.

Wm. Jay Schieffelin.

FINANCE COMMITTEE.

John D. Crimmins.

Isaac N. Seligman.

Howard Townsend.

THE RECEPTION COMMITTEE.

Chairman, Mr. John H. Finley.

Dr. John Winters Brannan.	Mr. George Macculloch Miller.
Mrs. S. C. Borg.	• Dr. Chas. F. McKenna.
Mr. Nicholas Murray Butler.	Mr. and Mrs. Thomas M. Mulry.
Mrs. Tunis G. Bergen.	Mr. Eugene A. Philbin.
Mrs. William H. H. Beede.	Mr. and Mrs. Herbert Parsons.
Miss Kate G. Broderick.	Mrs. Geo. Haven Putnam.
Mrs. Nathan Bijur.	Mrs. Beekman de Peyster.
Mr. Arthur von Briesen.	Dr. D. B. St. John Roosa.
Mr. R. Bayard Cutting.	Mr. Jacob A. Riis.
Mr. R. Fulton Cutting.	Mr. George B. Robinson.
Mr. John Crane.	Mr. Herman Ridder.
Mr. Eugene Delano.	Mr. G. L. Rives.
Mr. Homer Folks.	Mr. Isaac Stern.
Mr. and Mrs. Robert W. de Forest.	Mr. Carl Schurz.
Mr. John P. Faure.	Rev. Joseph Silverman.
Rev. Wm. W. Grosvenor.	Mr. and Mrs. James Speyer.
Mr. R. W. Gilder.	Mr. William Salomon.
Rev. Percey S. Grant.	Mr. W. R. Stewart.
Mr. George J. Gillespie.	Mrs. Oscar S. Straus.
Miss A. B. Jennings.	Mr. and Mrs. Jacob H. Schiff.
Mr. Henry E. Howland.	Mr. Gustav H. Schwab.
Mr. Robert J. Hoguet.	Mr. John Seely Ward, Jr.
Mrs. Richard March Hoe.	Mr. Morney Williams.
Miss A. B. Jennings.	Mr. Horace White.
Mr. William Jay.	Mr. Everett P. Wheeler.
Mr. James G. Johnson.	Miss Lillian D. Wald.
Mr. L. Laflin Kellogg.	Mr. Louis Windmuller.
Rev. Michael J. Lavelle, V. G.	Mrs. Paul M. Warburg.
Mr. and Mrs. Frederick S. Lee.	Mrs. Joseph J. O'Donohue.
Mr. Morris Loeb.	Mrs. Geo. Waddington.
Ernst J. Lederle, Ph.D.	Mr. Felix M. Warburg.
Mr. J. E. Newburger.	Mr. and Mrs. Oswald Garrison
Mr. John G. Milburn.	Villard.

PROGRAM OF THE CONFERENCE.

All the day sessions were held in the Assembly Hall of the United Charities Building, 105 East 22nd Street, New York City.

All the evening sessions were held in Carnegie Lyceum, 57th Street and Seventh Avenue, New York City.

TUESDAY EVENING, NOVEMBER 14, 1905.

- 8:00 P. M. Opening prayer—The Most Rev. John M. Farley, Archbishop of the Diocese of New York.
Address by Hon. Frank W. Higgins, Governor of the State of New York.
Address of welcome on behalf of the city, Hon. George B. McClellan, Mayor of the city of New York.
Address of welcome by Hon. Joseph H. Choate, Chairman of the Local Committee.
Address by Edward T. Devine, President of the Thirty-third National Conference of Charities and Correction.
Address of president, Nathan Bijur.
Benediction—Rev. John P. Peters of St. Michael's Church.
- 10:00 P. M. Reception to delegates at Banquet Hall of the Carnegie Institute, adjoining the Carnegie Lyceum.

WEDNESDAY MORNING, NOVEMBER 15, 1905.

Subject: Care and Relief of Needy Families in Their Homes.

- 10:00 A. M. General business of the Conference.
- 10:30 A. M. Report of the Committee on the Care and Relief of Needy Families in Their Homes, by the Chairman, Dr. Lee K. Frankel, Manager of the United Hebrew Charities, New York City.
- 10:50 A. M. Paper, "Agricultural Colonies as a Remedy for Dependence," by Miss Evangeline C. Booth, Commander United States Forces, Salvation Army, New York City.
- 11:10 A. M. Discussion opened by Prof. Morris Loeb, New York University, New York City.
- 11:20 A. M. General discussion. Speakers limited to five minutes each.
- 11:40 A. M. Paper "Industrial Removal as a Remedy for Dependence," by Morris D. Waldman, Assistant Manager Industrial Removal Office, New York City.
- 12:00 M. Discussion opened by Miss Frances A. Keller, General Manager Inter-Municipal Committee on Household Research, New York City.
- 12:10 P. M. General discussion. Speakers limited to five minutes each.
- 12:30 P. M. Miscellaneous business of the Conference.

PROGRAM OF THE CONFERENCE.

WEDNESDAY AFTERNOON, NOVEMBER 15, 1905.

Subject: Sick and Mentally Defective.

- 2:30 P. M. General business of the Conference.
- 3:00 P. M. Report of the Committee on the Sick and Mentally Defective, by the Chairman, Dr. William Mabon, President State Commission in Lunacy, Albany, N. Y.
- 3:20 P. M. Paper, "The Care of the Sick Outside of Institutions," by Dr. (Miss) Bertha A. Rosenfeld, St. Rose's Settlement, New York City.
- 3:40 P. M. Discussion opened by Rev. D. J. McMahon, D. D., New York City.
- 3:50 P. M. General discussion. Speakers limited to five minutes each.
- 4:10 P. M. Paper, "The Advantages of Accurate and Coördinated Statistics in Hospital Work," by Dr. Frederick A. Cleveland, Professor of Finance in the School of Commerce, Accounts and Finance of New York University.
- 4:30 P. M. Discussion opened by Frank Tucker, Vice-President of the Provident Loan Society, New York City.
- 4:40 P. M. General discussion. Speakers limited to five minutes each.
- 5:00 P. M. Miscellaneous business of the Conference.

WEDNESDAY EVENING, NOVEMBER 15, 1905.

Subject: Dependent, Neglected and Delinquent Children.

- 8:00 P. M. General business of the Conference.
- 8:30 P. M. Report of the Committee on Dependent, Neglected and Delinquent Children, by the Chairman, William Church Osborn, President of the Children's Aid Society, New York City.
- 8:50 P. M. Paper, "Atypical Children in the Public Schools," by Dr. E. D. Shimer, District Superintendent Public Schools, New York City.
- 9:10 P. M. Discussion opened by John H. Finley, President of the College of the City of New York.
- 9:20 P. M. General discussion. Speakers limited to five minutes each.
- 9:40 P. M. Paper, "The Education of Dependent Children in Institutions," by R. R. Reeder, Superintendent of the Orphan Asylum Society in the City of New York, Hastings-on-Hudson, N. Y.
- 10:00 P. M. Discussion opened by Rev. Thomas A. Thornton, D. D., St. Gabriel's Church, New York City.
- 10:10 P. M. General discussion. Speakers limited to five minutes each.
- 10:30 P. M. Miscellaneous business of the Conference.

THURSDAY MORNING, NOVEMBER 16, 1905.

Subject: Treatment of the Criminal.

- 10:00 A. M. General business of the Conference.
- 10:30 A. M. Report of the Committee on Treatment of the Criminal, by the Chairman, Samuel J. Barrows, Corresponding Secretary of the Prison Association, of New York City.

- 10:50 A. M. Paper, "The Influence of Reformatory Treatment upon Crime," by Joseph F. Scott, Superintendent of New York State Reformatory, Elmira, N. Y.
- 11:10 A. M. Discussion opened by Dr. William O. Stillman, Albany, N. Y.
- 11:20 A. M. General discussion. Speakers limited to five minutes each.
- 11:40 A. M. Paper, "Criminality in Children; Some Preventive Measures," by Charles D. Hilles, Superintendent of the New York Juvenile Asylum, Dobbs Ferry, N. Y.
- 12:00 M. Discussion opened by Hon. Robert J. Wilkin, Judge Children's Court, Brooklyn, N. Y.
- 12:10 P. M. General discussion. Speakers limited to five minutes each.
- 12:30 P. M. Miscellaneous business of the Conference.

THURSDAY AFTERNOON, NOVEMBER 16, 1905.

Subject: Social Betterment.

- 2:30 P. M. General business of the Conference.
- 3:00 P. M. Report of Committee on Social Betterment, by the Chairman, Thomas M. Mulry, of the Superior Council of the Society of St. Vincent de Paul, New York City.
- 3:20 P. M. Paper, "The Settlement Movement; Its Purposes, Benefits and Defects," by Mrs. Melvin P. Porter, of Neighborhood House, Buffalo, N. Y.
- 3:40 P. M. Discussion opened by Samuel T. Dutton, Professor of School Administration, Teachers' College, New York City.
- 3:50 P. M. General discussion. Speakers limited to five minutes each.
- 4:10 P. M. Paper, "Some Conditions Affecting the Homes of the Poor," by John J. Fitzgerald, Secretary of the Society of St. Vincent de Paul, New York City.
- 4:30 P. M. Discussion opened by Herbert Livingston Satterlee, of the Seamen's Institute, New York City.
- 4:40 P. M. General discussion. Speakers limited to five minutes each.
- 5:00 P. M. Miscellaneous business of the Conference.

THURSDAY EVENING, NOVEMBER 16, 1905.

Subject: Enforcement of Law and Elimination of Politics in Charitable and Correctional Work.

- 8:00 P. M. General business of the Conference.
- 8:30 P. M. Report of the Committee on Enforcement of Law and Elimination of Politics in Charitable and Correctional Work, by the Chairman, Dr. William O. Stillman, Albany, N. Y.
- 8:50 P. M. Paper, "The Enforcement of the Factory Law, with Special Reference to Child Labor," by P. Tecumseh Sherman, New York City.
- 9:10 P. M. Discussion opened by Mrs. Florence Kelley, New York City.
- 9:20 P. M. General discussion. Speakers limited to five minutes each.
- 9:40 P. M. Paper, "Legislation for Social Betterment," by Hon. James T. Rogers, Member of the Assembly, Binghamton, N. Y.

- 10:00 P. M. Discussion opened by Hon. Julius M. Mayer, Attorney-General of the State of New York, President of the Jewish Protectory and Aid Society, New York City.
- 10:10 P. M. General discussion. Speakers limited to five minutes each.
- 10:20 P. M. Miscellaneous business of the Conference.

FRIDAY, NOVEMBER 17, 1905.

Arrangements were perfected whereby delegates, under competent guidance, visited the various institutions in the city of New York, in which they were interested. Appropriate application cards were furnished at the Headquarters of the Conference, Room 303, No. 105 East Twenty-second Street.

THE SIXTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

FIRST SESSION.

Tuesday Evening, Nov. 14, 8 P. M.

PRESIDENT BIJUR: His Grace, the Archbishop, will open the meeting with prayer.

ARCHBISHOP FARLEY: In the name of the Father and of the Son and of the Holy Ghost, Amen. O Almighty and Eternal God! grant unto us assembled here in the name of the charity so dear to Thee, an increase of faith and hope and charity; and as Thou hast laid upon us a command to love our neighbor as ourself, grant to us light to see the full measure of that obligation and vouchsafe to us from on high strength to fulfill our duty in that regard. Direct, O Lord, all the deliberations of this convention, that they may tend to the uplifting of the lowly and the healing of the suffering, and that they may make, above all, for Thy greater honor and glory and for the eternal salvation of souls, through Christ our Lord. Our Father which art in Heaven, hallowed be thy name, Thy Kingdom come, Thy will be done on earth as it is in Heaven. Give us this day our daily bread, and forgive us our debts as we forgive our debtors and lead us not into temptation but deliver us from evil, for Thine is the kingdom and the power and the glory forever, Amen.

PRESIDENT BIJUR: I regret to say that Governor Higgins, who has remained in New York especially to be present this evening, has been prevented from coming by an unforeseen contingency against which no provision could have been made, but I carry his personal assurance that his sympathies are with us and that he sincerely wishes that his presence were here too, as the following letter shows:

ALBEMARLE HOTEL,
MADISON SQUARE WEST,
NEW YORK.

Mr. Nathan Bijur,

President, etc.,

Carnegie Lyceum.

My Dear Mr. Bijur:

I regret to state that an unforeseen contingency of which you are now aware, makes it impossible for me to be present at the meeting of the New York State Conference of Charities and Correction this evening.

I sincerely desired an opportunity to thank those who have been rendering to the State such valuable aid in solving the problems connected with the care of our unfortunates. It has been a source of great satisfaction to me that I have had in such a large measure their confidence and coöperation in these matters of mutual interest, and I shall be very glad if you will express my appreciation and my hope that your meeting will prove of great interest and value.

I am, very sincerely yours,

(Signed) FRANK W. HIGGINS.*

November 14, 1905.

As to our Mayor, I think I need scarcely present any prolonged apology for his absence, because the audience here knows that he has been under such stress and strain within the past few days that a much-needed rest must be accorded to him; and we ought (as I am sure we do) to excuse him; but he has atoned for his absence by sending to us as his personal representative, and also as the representative of the city, Commissioner Darlington, upon whom I shall call for a few remarks.

ADDRESS OF WELCOME BY DR. THOMAS DARLINGTON.

Mr. President, and Ladies and Gentlemen.—It gives me much pleasure to represent His Honor, the Mayor, on this occasion, and

* Note: The "unforeseen contingency" which prevented the attendance of Gov. Higgins at the Conference was a sudden and severe indisposition, the knowledge of which the Governor desired to keep from the public temporarily, in order not to necessarily alarm the members of the family, who, at the moment, were at Olean.

to extend to you a cordial welcome to this imperial city of the Western Hemisphere; and to me it seems peculiarly appropriate that such a gathering should be held here, for, if any city is noted for any one thing, New York is distinguished the world over because of her charities, for the reason that her citizens are ready to respond to every call for the relief of human suffering. The enumeration of these charities covers everything that will uplift and restore the distressed. Its throbs of pity know no nationality, recognize no creed. Ever flowing and boundless, its philanthropies are unlimited.

With its ever enlarging wealth we have increased monuments to the generosity of her citizens, more and finer hospitals with every modern appliance, more homes for the aged and indigent, more asylums, more libraries, more and wealthier organizations for ameliorating the condition of the poor and infirm, than any other city in the world. Indeed, the liberality and hospitality of this city has been traditional for generations.

How appropriate, then, is your sojourn here. It is a pleasure to meet you, because you are gathered together not for your amusement or aggrandizement, but for the purpose of gaining from each other suggestions of better methods and more wisdom for the relief of the afflicted.

This body, comprising persons of intelligence and influence and devotion to public service, will serve the world with ideas that are of value and interest to all mankind. Surely no other work becomes us so well; and we hope that the outcome will realize the words of Tennyson:

"Ring in the valiant man and free
The larger heart and kindlier hand;
Ring out the Darkness of the land,
Ring in the Christ that is to be."

Pardon me if with these words of welcome I trespass upon your time to speak a little of the work itself. There are those who frown upon the work of associations, such as are represented here, and in fact upon all theorists, and laud practice at the expense of theory; but all work is the embodiment of some theory.

It is well to be vigorously and practically useful, but intelligence is needed to guide and direct that usefulness; and it is in

such bodies, that we expect to obtain our guidance in practical work. The wisdom then of such meetings cannot be doubted.

It is great to relieve suffering; but greater far to search out and remove the causes of disease, penury and crime.

The true worker is one who can say with Abou Ben Adhem, "Write me as one who loves his fellow-men." He is one who hates to see a fellow sick, hates to see a child rickety and pale, hates ignorance, prejudice, neglect and poverty, and all the misery and crime that springs from these conditions.

I am glad that you have as your Chairman of the Local Committee the gentleman who is to follow me. It is a worthy honor, worthily bestowed, and an office that has been worthily administered.

In the name of the Mayor I bid you welcome and good cheer in common with all our fellow citizens. I not only welcome you but congratulate you upon so large a gathering in so just a cause.

When I see this audience all interested in helping their fellow creatures, I feel like exclaiming with Shakespeare's Miranda:

"O, wonder,
How many goodly creatures are there here,
O, brave new world, that has such people in it."

PRESIDENT BJUR: After knowing now that we are all officially welcome in the city of New York, I am sure that it will give us particular pleasure to hear that we are welcome not merely officially but also just simply welcome. That welcome I know will be tendered to us by one to whose renown no official position can add lustre, yet who is one of us, Mr. Joseph H. Choate.

ADDRESS OF WELCOME BY HON. JOSEPH H. CHOATE.

Mr. Chairman and Fellow Delegates (for I believe you are all delegates to this conference)—After the very handsome manner in which, on behalf of the Mayor and the city, Commissioner Darlington has welcomed you, it would seem altogether superfluous that any more words of welcome should be addressed to you; but I am instructed, as the Chairman, I believe, of the Local Committee of Arrangements, to perform very briefly that pleasing duty. The real object of the meeting, of course, is to listen to the

President's address, in which he will review the whole course of charities throughout the great State of New York for the year that has elapsed since last your conference assembled, and I should feel very guilty if I trespassed at all upon the time that ought to be devoted to that. But you are very welcome, especially those of you who have come from outside the city of New York from the length and breadth of this great State. You come here in a very eventful week, and you help to make it more eventful. The Prince and the British Squadron, the Horse Show and the Charities Conference, all in one week, are quite as much as New York can stand; and yet, although comparisons are odious, I would like to be pointed to any other attraction that shall rival that of this gathering and of the work that it has to do.

This great business of a State conference of charities, public and private, has come into existence during my absence, and since I last had the pleasure of attending the meetings of any of these charitable institutions; before it was organized—and it is organization that accomplishes everything—the help that was rendered to our great and small institutions of charities and correction throughout the State was individual, spontaneous, unorganized; and yet we had several voluntary institutions in the city of New York that, as I think, contributed very largely to the doing of the work which has been taken up and supplemented and carried on with still greater force and vigor by this State conference, in its sessions from year to year. We had the State Charities Aid Association, a society with which it was my happy fortune for many years to be connected, a voluntary union of ladies and gentlemen, gathered for the purpose of assisting the administration of charity in the public institutions throughout the State, and certainly for many years it filled, as it still continues to fill, a very large place in the administration of charity in the State of New York.

And then there was the Children's Aid Society, which is also still existing in full force and vigor, which did very much for all that pertained to the children of the city and the State and whose work has now been supplemented and increased even by the results of these conferences.

There was also the Charity Organization Society, one of the most noble, most effective, most useful organizations for charity

that ever has been devised. It helps to make every other charity more useful and more effective. We held last night a memorial meeting, in honor of its founder, Mrs. Charles Russell Lowell, whose name ought to be mentioned with honor in a meeting like this, made up of the representatives and the friends of charity from all parts of the State, because if she had done nothing else than found that institution, she would have been worthy of everlasting praise. She was one of the greatest factors in charitable work that we have known in the State of New York. She is a very great loss to the city and the State, and I was very much pleased last night to be assured that a suitable memorial of her and of her great work in this city and State will, by-and-by, be established in this city.

You come together for very great purposes: To discuss and form conclusions as to the best methods of doing all the good possible for the suffering, the unfortunate and the sinful, who are not able to take care of themselves. I hardly know which department represented by the Conference is entitled to greatest consideration. I think I can see, from the little opportunity of observation that I have had since I returned, that already the five or six meetings of this Conference, held in various parts of the State, have had a very marked effect, and if I mistake not it has more than justified the designs and intentions of those who first brought it into being. It has solved the old problem of rival and separate action between different creeds and religions in the administration of charity, which was in itself a great evil.

Years ago, we heard of Protestant institutions taking care only of their people; of Hebrew institutions and Roman Catholic institutions; but the effect and the special merit of this Conference has been, and it will be more and more apparent as its work in years to come goes on, and its merits are made manifest, that it brings together men of all creeds from all parts, all sections of the State, in support of the one great object of the Conference, charity itself.

Now, that is a very great thing to have accomplished. There is nothing like working all together, and there is nothing so injurious and prejudicial as to have selfish rivalry and contests of ambition and struggle for priority, to see which shall get ahead of

the others in the division, for instance, of public and private bounty that is provided for charitable work.

Another result, it seems to me, that the Conference has already accomplished, is the devising and establishment of better, of more economical and effective methods of doing the work that each one of these charitable institutions, public and private, has to do. There is nothing like discussion, vigorous and general discussion at a conference which brings together the men and the women of different faiths and different habits and practices, but who are personally engaged in conducting charitable institutions each in its own way to eliminate by common consent the best method. In that I think this Conference has already shown its usefulness to a very large extent.

One thing more, it has widened the area of charity, if I mistake not, very much, and greatly enlarged the number of givers. I can remember the time, and I think our chairman (although he pretends to be a little younger than I am) can remember the time when the number of givers in the city of New York was very much more limited than it is now, and every subscription that was passed around for any charity would show the names of a very moderate number, not exceeding a very few hundred, who did all the giving that was expected from private sources. Now the area is very much enlarged. The result of these conferences is to interest a great many more people, to make them understand that it is their duty to work and to give, and it is making this city of New York, as Commissioner Darlington has said, one of the greatest and most famous cities in the world for the extent and efficiency of its charities. It seems to me now that we have a charity, a separate special charity, for every infirmity that flesh is heir to, for every vice, for every sin, for every frailty; and as new infirmities develop, as new diseases arise, the number of these charitable institutions will go on increasing, so that we may expect that before long there will be established in the city of New York an asylum for broken-down bridge players, for which there will be room and need if the universal devotion to that fascinating game continues.

But I am rather infringing upon the province of the President. He shakes his head, but I know in his heart he is longing

to deliver the message, the real and valuable message that awaits you. He is a little jealous of me for occupying so much of your time and attention, and I beg his pardon for my offense. On behalf of the Local Committee, I bid you a most cordial greeting. We have no great banquets to which to invite you; we cannot offer to take you to Coney Island at this inclement season of the year, but we welcome you with grateful hearts and with full sympathy for the work in which you are engaged, grateful because you have come such distances to take part in the work of this Conference, and full of sympathy for the earnest purpose that you bring with you to make this Conference more useful, more strong, more important even than any of its predecessors, and to contribute to the excellent work of charity which binds all good men together.

PRESIDENT BIJUR: It were ungrateful and ungracious if the child did not accord due recognition to the parent, and so we, to-night, of this Conference, will welcome the words of wisdom from our mother, the National Conference, represented here by its President, Prof. Edward T. Devine.

ADDRESS BY PROF. EDWARD T. DEVINE, GENERAL SECRETARY,
CHARITY ORGANIZATION SOCIETY.

On behalf of the National Conference of Charities and Correction I extend to the New York State Conference very hearty congratulations on the opening of this, its sixth session; to the President and committees of the Conference on the program which they have prepared; to the Local Committee, on the success of this meeting; to the State Board of Charities for having inaugurated and carried through the initial stages these most successful and useful gatherings, and to the members of this Conference for what is in store for them to-night and through the next two days. And having done this with all my heart, may I proceed at once, as it is expected that I shall, to exploit to the full the opportunity which you have given me in behalf of the National body over which I have the great honor to preside this year, and which aims to do for the country at large and its social and charitable interests what the State Conference does within its own geographical limits.

This is a great country! Lift your thoughts for a moment to its vast extent. It is my duty to speak for Oregon and California, for Texas and Florida; for the nearer south, Maryland and Virginia; for New England and the middle west; for this Empire State, where the number of those who go down in life's struggle is so pitifully large, but where there is still a warm heart and an arm that is quick to strike for justice; and I speak also, and, in a sense, more especially for Pennsylvania and the city of Philadelphia where the conference meets on the ninth day of the beautiful month of May—for Philadelphia, that cradle of American independence which is so intimately associated with the beginnings of our national history and where there has been in progress under our eyes within the past few months one of the most instructive and interesting struggles for a new kind of political freedom, even more essential to our American manhood than that national independence for which our fathers declared in Philadelphia nearly one hundred and thirty years ago.

It is our belief that the National Conference, while, of course, taking no stand as between individuals or parties, will, nevertheless, be able to contribute something to that civic awakening which is taking place in Philadelphia, and which in a thousand other communities is already overdue, and something also to those efforts for a more human and progressive administration of charitable and correctional institutions for which a large proportion of the citizens of Philadelphia and Pennsylvania are constantly and vigorously at work.

But it is not merely the city and State in which we meet that are to profit by the Conference. If we accomplish anything for them it will be because, by the very same frank speech and interchange of views; by the same serious study of our common problems; by the same sincere attempts to free ourselves from bad traditions and prejudices and narrow views, we accomplish something for each other and ourselves.

The National Conference, conceived nobly, appreciated for what it is—a great national institution—will have a marvelous power to enlarge our horizon, to destroy our provincialism, and to enable us to look at our charitable and social problems from a national standpoint. It is our plain duty to carry to the Na-

tional Conference an enthusiasm for our own methods, our own discoveries, our own ideas. There are many features of our charitable and correctional system in which we have every reason to take pride and satisfaction. It is equally a duty with an open and inquiring mind to understand the ideas, to adopt the better methods, to assimilate into our own system the really valuable contributions which may come from other states. It is our duty, if there are gross failures and neglected needs in our communities, to confess them in contrition and sorrow in the National Conference, and to learn how others have removed the equal disgrace, or whether they also bring their failures to heap higher the national disgrace.

We are naturally prone in all these gatherings to dwell upon our successes, and to hide our failures, but wisdom counsels that we look them both steadily and courageously in the face, and the State and National Conferences give us the golden opportunity to do both with the least danger and the greatest expectation of benefit.

It is the firm determination of those who are responsible for the Philadelphia Conference that it shall be thoroughly and completely national, from the opening addresses to the last section meeting; that it shall know no sectarianism, no cliques or partisanship, no favoritism, no underhanded politics, no petty personalities. I do not mean that these things have been present in earlier conferences. If they had been, it would not be so easy to predict their absence in Philadelphia. But there are those perhaps who need this assurance and whose help the Conference needs to make the assurance good. I pledge the administration of the Conference to that same breadth of policy, and that same catholicity of free discussion to which we are accustomed here in the State Conference, and I confidently summon my colleagues of every religious faith, of every political party, of every type of charitable and social endeavor to come to the Philadelphia Conference, to come for the entire week that it is in session, and participate in its deliberations, to acquaint our friends from other states with the good things which we have in the Empire State, and to take from them in turn the good things which they are in position to give us.

You need the National Conference and the National Conference needs you. I shall not be satisfied with less than a delegation of five hundred members from the State of New York in the Philadelphia Conference. To you, Mr. President, and those who are associated with you in the Jewish institutions of the city and State of New York, I look with confidence for a fifth of that number. To you, Mr. Mulry, and your associates in the Society of St. Vincent de Paul and in the Catholic institutions of the city and State of New York, I look for at least another fifth of the delegation, and I think that one hundred is a very modest estimate of the number that you will bring. To the State Board of Charities and the State charitable institutions, to those who are interested in the prisons and reformatories of the State, I look for another hundred. To the charity organization societies of New York and Buffalo and the remaining agencies such as associations for improving the condition of the poor, the city mission societies, and others which have to do with the poor in their homes, with all their army of professional and volunteer workers, we may certainly look for one hundred delegates; and from the Protestant institutions and agencies dealing with the sick, with children, with the aged—and from the whole body of public-spirited citizens we may surely look for a sufficient number to round out my proposed delegation of five hundred citizens of the Empire State.

The National Conference next year will be held at your very doors; the expenses will be at the minimum; the benefits to you and the cause in which you are interested will be at the maximum. You are very heartily invited to come.

CHAIRMAN BIJUR: We have all known and esteemed Professor Devine so long as one of the ablest of our charity workers, that it is hardly surprising to find him a success even in the capacity of advance agent for a rival organization. I have but one criticism to make of what Dr. Devine has said here this evening. He said he spoke for all parts of the country, even for Oregon, and I thought of the words of Longfellow, "Why don't you speak for yourself, John?" For we have someone from Oregon here. The west wind that has blown such cool breezes to us has also borne in a messenger, an unexpected one, to this Conference of Chari-

ties. It would be hardly fair to live up to the principle of "The King is dead, long live the King;" and just because the Thirty-second Annual Conference of Charities, held in Portland, Oregon, has finished its session, and is dead, to exalt the Thirty-third above all things and forget the Thirty-second. One of the gentlemen to whom the success of the Thirty-second National Conference at Portland, Oregon, was due, is with us to-night; I shall ask him to be good enough to say just one or two words as a message from the Far West—the Rev. Stephen S. Wise, of Portland, Oregon.

ADDRESS BY RABBI STEPHEN S. WISE, PH. D.

MR. CHAIRMAN, LADIES AND GENTLEMEN: The service which we of the West performed at the last National Conference, was to listen to the almost interminable speeches of the delegates of both sexes from the East, and this service, laborious as it was, was not without importance. In addition, we of Oregon supplied Mt. Hood in all its glory and arranged to keep the majestic Columbia flowing downstream during the period of the Conference.

The atmosphere of the Conference City was scented with the fragrance of thousands of matchless Portland roses and when the Eastern delegates descended to earth and material things, we ministered to their palates by spreading before them the most toothsome of Oregon delicacies, Chinook salmon. I remember one day, while riding by the First Presbyterian Church of Portland, in which the Conference was held, to have heard two of my fellow-passengers discussing the nature and aims of the Conference. Said one, "Do you know the object of the meeting in yonder church?" "Why, of course! That is a meeting of a lot of men and women whose business it is always to mind other people's business."

Understanding, as I do, that since the election of last Tuesday, heresies have become orthodox and almost fashionable in New York, it may not be too perilously radical for me to say that as a result of the National Conference of Charities and Correction, recently held in Portland, we hope in the very near future to reach the point at which you left off—or were jumped off—some time ago. In a word, we are planning for the inauguration

through legislative enactment of a State Board of Charities to which board shall be intrusted the regulation of the public, and the supervision of the private, charities of the State. Time was when we were agreed that the bane of penal institutions was the fact that the prisons were in politics, but now we are beginning to reverse things and we find that the reverse works to the good of politics and prisons alike, namely, the sending of some politicians to prison. As some politicians get into the prisons, we shall find prisons getting out of politics.

The Conference of Charities and Correction of this State, and all the other states, and most especially the National Conference, are doing a mighty work for the nation. I remember that at the last biennial session of the legislature and the session previous thereto, when we, the busybodies of the Oregon State Conference, were preparing bills for presentation to the legislature of our State, we invariably appealed to the proceedings of the National Conference and the collateral proceedings of the State Conferences, in order to ascertain, and be guided by, the highest possible standards in legislative theory and daily practice alike. For my part, I have come to learn that the proceedings of the National Conference of one year form the basis of the legislative enactments of the following year. Whether an improvement of the Child Labor Law is contemplated, or the introduction of the parole law and indeterminate sentence method is planned, it is to the leaders of the State Conference of this or other states to whom we of the newer country turn for help and guidance.

May I be permitted to say one word about what appears to me to be, after all, the inspiration of the higher charity represented, and, in turn, furthered, by this State Conference? The higher charity, I apprehend, stands for three things, the rationalizing, the ethicizing, the unifying of charity. The rationalizing of charity means that we are beginning to realize the unwisdom of that careless charity which, according to Huxley, blesses neither him who gives, nor him who receives. We have come to agree, moreover, with the Roman philosopher, who holds that no man can be kept erect by others and that all his fellow-men can do for him, in the last analysis, is to help him to stand erect.

In the next place, charity is beginning to be ethicized, to be profoundly moralized. In an earlier age, man actually declared with the poet, "This is no world in which to pity men." A mighty and steady sense of responsibility is coming to the men and women of the nation in our day and there are unmistakable signs of the rise of a new conscience, inspiring the attitude of our generation towards the so-called unfit and unfortunate, the vicious and depraved whom, in other days, we stigmatized as life's failures and incurables. To-day we are unready to admit that any man is a hopeless failure; we hold that it is not possible for any man or woman to be irredeemably defective. The men who are in most close and constant contact with what are known as the criminal classes would be the last to acknowledge that any man may be an irreparable failure in the moral world, and it is they who urge the adoption by the American people of a moral bankruptcy act, which shall give the failures of life another chance and yet another and another still. Coincident with the ethicization of charity, service is become the sacramental word of our age. We are coming to understand the significance of Wordsworth's immortal line,

"A deep distress has humanized my soul."

The deepest mortality lies in the lessening of human sorrow, in the abatement of human misery. We catch an echo of the same core-truth in Goethe's word,

"Ein ganzer Weltheit Jammer fasst mich an."

But in order that there may be real service, service true and efficient, there must be coöperation and the higher organized charity is the outcome of coöperation. Has it occurred to you that another conference is assembling to-night in your city,—the Interchurch Conference on Federation? Without wishing to say unpleasant things, let me point out to you the vital difference between the Interchurch Conference on Federation assembled to-night and your own State Conference of Charities and Correction. In religious circles we frequently speak of "union service," meaning thereby a service in which representatives of various churches unite long enough to sing some undoctrinal hymns and offer up some dogma-barring prayers, after which adjournment is usually taken for a term of months, oftener of years. The term

"union service" might, following the counsel of John Ruskin, be applied more fittingly, I take it, to the meeting of to-night, under the auspices of the State Conference of Charities and Correction. This is a union service, a union of those who are daily rendering common service to the common race, serving and served alike being children of the common Father. The Interchurch Conference on Federation has chosen, for reasons probably satisfactory to itself, though certainly not altogether satisfactory to me, to exclude from its deliberations such men as Edward Everett Hale and John D. Long. This Conference, this Federation, excludes no one. The hand of Divine fellowship it extends to everyone who may be moved to participate in the serving and saving of man. This Conference is made up of disciples of every church of deed, disciples of the church universal, looking to the dawning of the kingdom of the highest charity which is justice and that highest justice which is charity,—on earth. God speed this divine service; may this divinest of services be blessed.

PRESIDENT BIJUR: The very efficient secretary of our Local Committee, Mr. Walter E. Kruesi, reminds me to say that the ladies and gentlemen of the Reception Committee have tendered a reception to the visiting delegates this evening, and begs them to go to the room on the right before they leave, for purposes that you may well guess,—for let me say to you, that when Mr. Kruesi is not busy attending to the work of the committee or looking after me, he seems to be looking about for something to eat,—although it is always for others.

Before I read the President's annual address, I should like to be privileged to add my tribute here to-night to the memory of Mrs. Lowell. Certainly one of the most weighty events, as it is one of the most regretful events in the history of the charities of this State this year, is the death of Mrs. Lowell. So much was said last night in memory of her life and her work that I know I cannot add a single item. Nevertheless, I do want to say for myself, at least, that, above all other things, I appreciate her intense human sympathy. She was so simply human that she scarcely seemed to be doing anything when she was really doing everything.

ADDRESS OF NATHAN BIJUR, PRESIDENT OF THE SIXTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION, NEW YORK, NOVEMBER 14, 1905.

The past year has been marked, in this State, by much quiet but substantial progress in the management of its public and private charitable institutions, as well as by promising development in the prevailing methods of applied philanthropy.

As was to be expected from the views expressed by the Governor prior to the election of 1904, and in consonance with his first message to the Legislature, the system of direction of the State Hospitals for the Insane by boards of managers appointed by the Governor, leaving fiscal control to a central commission,—was reestablished by the Act of May 17, 1905, Chapter 490 of the Laws of that year.

Pursuant to the same influence, the Legislature made a substantial appropriation for the enlargement of the State Custodial Asylum for Feeble-Minded Women at Newark, where two additional cottages were authorized, and of the Rome State Custodial Asylum, where additional dormitories, as well as a farm of considerable dimensions, were provided for. The Craig Colony at Sonyea also received \$90,000 for extension of its housing accommodations.

These appropriations, with others, for the State charitable institutions, were, for the first time, embodied in a special appropriation bill, Chapter 703 of the Laws of 1905, approved June 3, 1905, confined solely to the State Charitable Institutions, the School for the Blind, and the Elmira Reformatory,—a decided step in advance. The practice of passing a special bill of this kind focuses attention upon appropriations for these particular purposes and enables intelligent and effective criticism or suggestion.

It is to be hoped that the enlargement of the Newark Asylum will be but a prelude to the reception there of the many feeble-minded women now maintained in county, city and town almshouses, in violation of the Poor Law; and also, that, with the extension of that Asylum, and of the one at Rome, many of the adults now congesting the Syracuse Institution for Feeble-Minded Children, will be removed, thus affording needed additional room there.

The same spirit that has characterized these legislative reforms has manifested itself in the removal, by the Governor, of the County Superintendent of the Poor of Ulster County, on charges preferred by the County Board of Supervisors, at the suggestion and with the coöperation of the State Board of Charities, particularly with that of its member from the district affected.

The State Civil Service rules have been extended by the commission to cover county charitable and correctional institutions in the counties of Albany, Monroe, Onondaga and Westchester in addition to Erie and the four counties comprised in Greater New York, where they are already in force. This important progress should not be allowed to halt at the nine counties named, but should be extended to affect the remaining counties of the State.

The amendment of the Child Desertion Law, as urged by an unofficial committee, by adding Section 287a to the Penal Code (Chapter 168, Laws 1905, approved April 8, 1905), has placed that heinous offense in the category of felonies, thus at once increasing the possible punishment, and, in the opinion of the advocates of the measure, rendering easier the interstate rendition of fugitive deserters. There seems to be a prevailing impression that governors of the various states are more inclined to honor a requisition for a person charged with felony than for one accused merely of a misdemeanor,—although there is nothing in the Constitution of the United States that justifies the distinction. It is to be hoped that the building up of a strong public feeling against the deserting not only of children but of the wife as well, will render it easier to find and apprehend deserters than has been the experience of the past, and that charitable institutions throughout the country will coöperate vigorously for the discouragement of the practice.

Provision was also made by the Legislature, by an Act of June 3, 1905, for the appointment of a Commission to examine and report upon the operation of the probation system. This Commission, under its energetic chairman, is now engaged in its investigations; and we may, I think, look forward confidently to measurable results from its efforts. It is possible that a similar investigation into the general penal system of the State might promise equally valuable information.

The opening of the State Sanatorium for Consumptives at Raybrook has been followed by the city of New York in the establishment, under the Health Department, of a City Sanatorium at Otisville, Orange County, where a site has just been acquired. The Board of Estimate and Apportionment has also appropriated \$1,000,000 out of a total estimated expenditure of \$2,000,000, called for in the plans approved by it for another sanatorium for consumptives on Staten Island. Active interest in the warfare against the dreaded white plague seems to be growing daily.

The need of adequate provision for the care of the sick during convalescence, a point strongly emphasized at the last National Conference, has received practical recognition in the establishment of the Solomon and Betty Loeb Convalescent Home, near Elmford, and the St. Elizabeth Home for Convalescents at Spring Valley,—the latter already occupied while the former is rapidly nearing completion.

Mention must also be made of the amendment of the Tax Law repealing the inheritance tax upon legacies to charitable institutions, thus removing an unnecessary and unjustifiable burden upon the philanthropic tendencies and gifts of the people of the State of New York.

Two important movements now in progress among local Catholic institutions for the care of children deserve attention.

The one looks to the classification of the dependent children into infant, primary and grammar grades corresponding roughly with respective age limits of under five years, five to twelve, and twelve to sixteen years. It is proposed that certain institutions shall be set aside for each grade exclusively, the grammar grade to include manual training.

The other is the development into an institution, of the class for dullards or subnormal children which has been conducted for many years at Mt. Loretto, Staten Island. The purpose is to enable special and peculiar attention to be given to the half-truant, the careless, the sickly or physically defective, and the mentally slow. The principle underlying this proposal has now received so universal an acceptance as to require no further comment.

The example of the managers of the Rochester State Industrial School in undertaking to remove that institution from its con-

finer city buildings into the freer and more healthful atmosphere of an extensive country site a few miles removed from the municipal limits, has been potent in persuading the new Jewish Protector and Aid Society to acquire a site at Hawthorne, where an establishment of similar character is now in progress of development.

The same trend toward the cottage plan and the caring for children in closer touch with Mother Earth rather than in the midst of urban communities, has been effective in inducing the trustees of the Hebrew Sheltering Guardian Society of this city to look for a new home for its children out in the country.

The Colored Orphan Asylum is engaged in constructing a new plant on the cottage system at Riverdale.

It is to be regretted that the Commission charged with the duty of finding a suitable location to which to remove the House of Refuge on Randall's Island, has not yet found an adequate site.

Many other public and private measures of importance have seen either their inception or fruition during the past year, but it is impossible to review them in detail within the necessary limits of an address.

If I may be permitted to utter a word of warning, it is against the practice, apparently growing in recent years, of citing and relying upon immature statistics,—a term unfortunately much abused—to the point of ridicule whereby it is frequently held up as the synonym for untruth. The gathering of statistics is a matter of great labor; and the study and thorough comprehension of statistics is well nigh a science. The members of this Conference will render a service to the community if they will discourage the hasty generalizations so commonly drawn from insufficient information, and the hysterical movements so often born of incomplete conclusions,—all under the inclusive but much abused name of statistics.

It is doubtful whether the gathering of accurate information on subjects of broad scope can be successfully undertaken by other than governmental agencies; and, even then, due allowance must always be made for incompleteness, inaccuracy, refusals to answer, and the many other elements which render the results insufficient when regarded from the standpoint of comprehen-

sive and scientifically true statistics. It frequently occurs, however, that individuals or societies are able to compile much useful knowledge of a limited extent or covering only a circumscribed sphere. Valuable general conclusions can be, and in fact, have often been, deduced from such efforts. But statistics must always be approached with due appreciation of their incompleteness and with an impartial mind and a conservative temperament. Finally, conclusions must be drawn from them, and not they forced to fit preconceived notions.

From this brief review of the principal events of the year in the field of applied philanthropy, it is apparent that the general tendency toward rational and broad treatment of our social problems is growing rapidly.

Many of my hearers must have been able, as each step in advance has been cited, to identify readily among the annual attendants at this Conference, the men and women who have inspired the particular measures and have been active in promoting their actual adoption. While the simple constitution of the Conference indicates that its primary purpose is the discussion of methods, principles and measures, the diffusion of information and the encouragement of coöperation, it is satisfactory to find both that these discussions have led men to practical work and beneficent results, and that men capable of such accomplishment have found inspiration, encouragement and assistance in the work of the Conference.

The day has gone by when people, interested in political benevolence, can afford to proceed to isolate projects upon individual inclination. Charity, in the general sense of the word, is as widespread as humanity; but, unfortunately, also equally discursive. Practical philanthropy, which I am almost tempted to define as the giving up, by personal service or concrete gift, of some one thing of individual right for the benefit of the unfortunate,—must, necessarily, proceed upon the same scientific basis as the other branches of human activity. It is not enough that a man shall feel like doing good to his fellow-men; he must *do* good. It has become a function of our educational system, and of this Conference, to teach the best method.

The charity worker, as he is tersely termed, is not a theorist; although to be of real service he must be familiar with the most recent developments of social and economic science. He is to be distinguished from the sociologist and economist, however, by this marked consideration, namely, that despite his appreciation of the shortcomings of our existing social and industrial civilization and his familiarity with the measures proposed for their reform, he must realize that he is called upon to deal with actual conditions. No sympathy with the need for a speculative general amelioration must be allowed for a moment to diminish his activity in the actual relief of specific suffering or distress.

On the other hand, the promptings of his heart must be guided by a calm intelligence, the result of adequate study and of knowledge of social conditions and current theories. His outstretched hand must be not merely the palm of indiscriminate almsgiving, but rather a stepping place toward the Utopia where self-respect and self-dependence, so far as human effort may accomplish it, shall dignify the hitherto helpless and dependent.

Thus it is that we find in the Conference those whose lives are given almost entirely to study and pedagogy; others whose efforts are monopolized by daily active and effective work. It is quite natural that when men aiming at the same purpose, yet approaching problems from actual points of view entirely opposite, meet in this forum for discussion, the benefit, translated into terms of benevolent activity, should be weighty and immediate.

Gradually, too, the attendance of the Conference has grown. Recognized, now, as not being a platform for mere empty theorizing nor for the promotion of spasmodic and impulsive measures of relief, it has drawn to itself the attention of men seriously enlisted in almost every department of communal improvement. The people of the country districts have come to hear of, and learn from, the experiences of the urban workers among populations living in conditions that have no exact precedent in history. On the other hand, the city worker, who, when uninformed, is in danger of provincialism, and may frequently be recognized as a "metropolitan hayseed," has come to realize that he, too, can learn something from the experience and judgment of his country neighbor.

The Conference may, indeed, be felicitated upon the now evident fact that it has engaged the interest and coöperation not merely of professional and volunteer workers in charitable institutions, but also of officials in every department of the government. They find, in the discussions of the Conference, food for thought, and, frequently, the basis of constructive or corrective legislation. At least they learn here conveniently the sources whence fairly accurate and unbiased information can be obtained.

It is particularly noticeable that so many attendants at the Conference have been present at all of its sessions and not merely at those in which they happen to be at the moment particularly interested. This makes for breadth of view and wider knowledge. Nor should I omit to mention the great advantage accruing to those who frequent these gatherings, from intimate personal contact, enabling informal interchange of information and opinion.

While the Conference stands for no theories and no policies, yet almost insensibly amid the divergent views presented at each session,—in fact from the very differences of opinion ably urged,—there has emerged, as generally happens in American assemblies, a certain almost definable line of thought or consensus of view which serves as a guide, and which, if it continues to be preserved and developed from year to year, can but make for the betterment of those unfortunates whom we count it our proud privilege to serve.

The Rev. John P. Peters will pronounce the benediction.

DR. PETERS: The Lord bless you and keep you. The Lord make His face shine upon you and be merciful unto you. The Lord lift up his countenance upon you and give you peace both now and ever more. Amen.

SECOND SESSION.

Wednesday, November 15, 1905.

An invitation was read extending the hospitality of the Catholic Club to visiting delegates.

PRESIDENT BIJUR: I shall turn over the meeting to the experienced hands of Dr. Lee K. Frankel.

DR. FRANKEL: Ladies and Gentlemen.—The meeting this morning is given over to the section on Care and Relief of Needy Families in their Homes. The report of the committee does not

represent the committee. I may say that early in the summer I sent out a request to each member of the committee, asking for advice and instruction regarding the contents of the report. Aside from two or three members of the committee none of them replied. I regret, furthermore, that owing to pressure of work it has been impossible to prepare this report until within the last few days and for this reason it practically represents my individual views and for anything I may say the committee should not be held responsible.

REPORT OF THE COMMITTEE ON NEEDY FAMILIES IN THEIR HOMES.

During the past twenty-five years the development of charitable activity in the United States, directed towards ameliorating the condition of the dependent poor and of improving the welfare of needy families in their homes, has been so remarkable and revolutionary that a retrospect of the work that has been done is timely. Due to the organization of state boards of charities, boards of control, of national movements like the National Conference of Charities and Correction, and the charity organization movement, certain underlying principles have been developed, which have replaced the indiscriminate giving of alms and relief known before that time.

These principles may be summed up under the headings, (1) Organization, (2) Careful investigation of the conditions and antecedents of all dependent families with the view of giving the kind and amount of relief essential to rehabilitation, and (3) Utilization of all discoverable agencies for making families independent rather than continuing them in a condition of dependency.

Any organization or institution, whether public or private, which to-day would attempt to conduct its affairs without a full recognition of these principles would readily fall under a ban of suspicion and its value as a remedial agency would be doubted.

To-day it may be said, that these principles are universally recognized and that any development in the future will be in the direction of improving methods rather than in developing new principles or beliefs. Coördinate with this system, there has developed the fundamental idea of preventing destitution and de-

pendency by removing the underlying causes creating them. The charity organization movement has been largely responsible for the progress of such reforms, in directing legislation tending towards better housing, the improvement of sanitary conditions, and the regulation of labor. The development of our educational system has naturally been of the most pronounced benefit in fostering a spirit of independence and in providing an intellectual equipment sufficient to enable its possessors to maintain such economic independence.

The keynote of modern philanthropic activity is prevention. It is no longer conceded that poverty and dependence are necessary elements in human society. The conditions under which human beings live may set up the changes in the moral fabric which lead to degeneracy and dependency. If it is possible to remove the causes which produce such conditions, it is admitted that a social state might be evolved in which pauperism would disappear.

It is inevitable that with the dawn of the principle of preventive philanthropy, the realization should come to workers in philanthropic fields that dependency is in a large measure not due to individual shortcomings on the part of the dependent classes but is the result of conditions for which the dependent is not responsible and of which he is the victim. We have gotten beyond the point of looking upon those who need our assistance as necessarily being unworthy and of requiring only stringent and penal methods to make them realize their shortcomings. Even the State has recognized this point of view and as a matter of public policy has made provision in various forms for the care of those who become dependent through causes not of their own making. The assumption, on the part of the State, of the care of the insane, the blind, the deaf, and latterly of the tuberculous sick, is distinctly due to the recognition of this belief. And the general growing tendency on the part of the State is to interest itself in the welfare of those unfortunates, realizing that if the conditions in which so many of them live can be improved, the percentage of dependency can be materially minimized.

Similarly, the granting of material relief to worthy applicants either from public or private sources is no longer considered as the first step towards pauperism. Within the last decade the

tendency of the charity organization movement to refuse material relief in fear that it would do more harm than good has been reversed. It is axiomatic to-day that material relief, properly administered and given in amounts commensurate with the need, will in the majority of instances work for good rather than for evil.

This tendency to refuse material relief which has been encountered in dealing with needy families can be attributed to certain causes which are apparently subjective but which, if carefully investigated, are found to be objective. The drink evil which is responsible for so much dependency is not of itself an inherent fault of those who are afflicted. Crime and theft and the parasitism which induces families to shift their responsibilities and their burdens upon others willing to assume them, are likewise in many instances not the result of inherent vice or inherent shortcoming in those who come to the notice of relief organizations. If the matter could be sufficiently gone into, it would be discovered that all of these causes are but secondary ones, due to larger and more formidable primary causes entirely beyond the control of the poor, and which continue them in their state of benighted and ignorant poverty.

It cannot be gainsaid that one of the important causes which lead to dependency is the impossibility on the part of many well-intentioned individuals of earning a livelihood under our present economic and industrial system. So long as it is impossible for a wage-earner to earn sufficient to keep up the proper standard of living, so long will there be recrudescences of poverty and its attendant pauperism, and all efforts of a remedial and preventive nature, all efforts in the direction of improving conditions in which so many unfortunates live, will be useless. It must be assumed in the treatment of this problem that human nature has not changed, and that there is still an instinctive desire on the part of nearly all human beings to remain independent of philanthropic effort.

Another important factor in the development of poverty is the influence of environment. The tendency on the part of individuals has been to flock to the large cities and away from the smaller towns. Economists contend that this is an evolution

and cannot be avoided. We may hazard the statement that this tendency will grow less with the gradual development of civilization and with the introduction of means of communication and transportation between the town and the city. The most effective means in overcoming the drift citywards will be the gradual development and extension of the telephone, telegraph and electric railways and the introduction into the smaller communities of the diversities and amusements and recreations at present afforded only in the city. The main reason for the drift citywards has been the isolation attending residence on the farm and in the town. The introduction of the telephone and the automobile on the Western prairie has annihilated distance and has permitted communication between dwellers of those sections which is making for permanent settlement. Through agencies such as the above, the drift citywards should eventually be overcome.

The congestion which occurs in large cities, particularly in New York, is frequently of such a kind that not only is the physical stamina of the wage-earner undermined, but the influence on the moral and mental development of his progeny is distinctly pernicious. The increase in juvenile delinquency, so noticeable in large cities, can be attributed in a measure to the insufficiency of proper playgrounds and to the inability of living a natural outdoor life so requisite for the proper development of children. Of most importance is the influence of such congestion upon the family,—the unit of society. The need for the wage-earner to be constantly at his work and the further need so frequently occurring, of the mother assisting in the support of the family, has developed a situation in which the care of the children is neglected and it has become necessary to organize artificial remedies, such as day nurseries and kindergartens, in the attempt to overcome such neglect. How great this has grown is indicated by a study of poverty made last winter, showing the number of under-fed children in the schools of the city of New York. While the figures that have been cited do not necessarily indicate poverty, they do show that there are probably thousands of children who are being neglected, for the reason that their parents are unable, owing to lack of time, to give them sufficient attention

and thought. Such conditions as these tend to the gradual disintegration of normal family life, to undervitalization and subsequent incapacity and illness of the wage-earner, to delinquency on the part of the child and to the various forms of destitution and dependency which are seen in our charitable institutions and societies.

The extent to which dependency has grown in the State of New York, due to all causes, is shown in the report of the State Board of Charities. For the year ending September 30th, 1904, the various State institutions including the House of Refuge, Randall's Island, cared for 10,379 beneficiaries requiring an expenditure of \$1,796,222.48, of which \$1,243,192.81 was expended for maintenance and \$553,029.67 for improvements. In the institutions subject to the visitation and inspection of the Board there were October 1, 1904, 66,284 persons, differentiated as follows:

Aged and friendless persons, 2,935; almshouse institution inmates, 14,161; dependent children (exclusive of delinquents included with juvenile offenders), 27,929; juvenile offenders, 4,437; reformatory inmates (women and girls), 2,082; hospital patients, 7,980; institutions for the blind and deaf, 1,839; institutions for epileptics and feeble-minded, 2,697; disabled soldiers and sailors, 2,224.

The report for the year 1904 shows that 437 distinct institutions and societies were subject to the visitation and inspection of the State Board of Charities and that they expended a total of \$19,269,565.51, of which \$3,966,211.89 went for salaries and wages.

The census of the institutions showed an increase over the year 1900 of 1,092 in State institutions; 106 in county almshouses; 1,209 in city and town almshouse institutions; 1,455 in hospitals; 1,521 in homes for children; 14,113 individuals were supported in the county almshouses in the State during the year 1904.

The report makes no mention of the societies, organizations and institutions in the State which do not come under the supervision of the State Board of Charities. No figures are at hand which will give any idea of the amount of money which is annually expended by this class of institutions. It would probably be safe to say that ten millions of dollars could be added to the

above total, particularly if the sums that are given in an unorganized form through private benevolence are included. It is interesting to note in this connection that the estimated aggregate value of the property of the institutions subject to State supervision is over eighty-two millions of dollars. The value of property belonging to institutions not subject to the visitation of the Board, is, of course, speculative. However, we may venture the assertion that the total property valuation of the philanthropic agencies in the State of New York is at least one hundred millions of dollars and that the annual expenditure for the care of the poor and the afflicted is at least one-fourth of this amount.

From one point of view, it should be a matter of pride to us that the benevolence of the State, whether expressed through public or private agencies, should be apparently so lavish. From another point of view, it should come home to us most forcibly as a matter of extreme regret that the large bulk of this colossal expenditure should be used not for the prevention of future ills, but for the palliation of distress and suffering already existing. Of the millions of dollars annually spent in the State of New York in charitable effort, the major portion is for the immediate care of the destitute, the sick and the helpless, who in many instances are the products and the resultants of an unwise philanthropy and of an uneconomic and shortsighted social system. If we add to this list the insane patients who are wards of the State and who have in many instances become insane by reason of the environment and conditions under which they lived and toiled, any sense of pride which we may have possessed will disappear in the realization that we have not yet fully recognized the right of all classes of society to live up to a standard which makes for health, for a modicum of comfort, and which offers the possibilities of physical and intellectual improvement.

There is no desire, in making these statements, to exaggerate conditions. It has been admitted frankly that it has become the policy of the State to legislate in the direction of prevention rather than to continue a policy of palliation. There are already on the statute books many laws dealing with tenement house

reform, the regulations of child labor, factory inspection, the protection of health, and the safeguarding of the rights of the worker. What they lack largely at present is proper enforcement, but this, too, will come in time. Again, as the need arises, we shall have additional preventive legislation to offset existing ills. Of primary importance will be laws that will give to the workman an equitable return for his labor and permit him to maintain a proper standard of living; that will protect him against accidents arising from his daily task and insure him against incidental sickness; that will encourage him to develop habits of thrift and incite him to make provision for his family in case of his death. When such legislation becomes effective, we shall not have the millennium, but we shall at least see a diminution in the percentage of dependency for the reason that the causes which produce dependency will begin to disappear.

The particular fact, however, which the committee desires to bring out in this report, is the absence of any attempt on the part of either public or private philanthropy to eradicate existing dependency, or that which may arise in the immediate future, through any comprehensive plan directed to a group or groups of individuals. The modern method of relief-giving and of the care of needy families in their homes, while conducted on essentially sound principles, is still directed to the individual family, without sufficient regard being paid to the fact that the need which exists is due to the family's environment and that a radical change of environment or occupation may remove the cause of distress. The consumptive, who is afflicted with disease in an unsanitary and infected home or factory, is treated in a sanitarium, and when cured, is permitted to return to the surroundings in which he originally contracted his illness, with every likelihood that the disease will recur in more aggravated form. The man who succumbs to acute disease must return of necessity to his work before he is fully restored to health, and the seeds for chronic ailments are sown, which lead to eventual incapacity and dependency. Children are sent to institutions when childless homes could be found in which they would be welcomed and cared for. Deserters are permitted to multiply, when concerted effort might find them and compel them to reassume the respon-

sibilities which they have laid down. An effort is made to find work for the unemployed longshoreman and if this is unsuccessful, he becomes a recipient of aid, when, if he could be taught a trade, he should become independent or self-sustaining. Hundreds of laborers, skilled or unskilled, become objects of charitable intervention in one section of the country, while the demand for their labor is keen in other sections. Thousands of acres of land still await development, while the hand which could wield the plow is idle in tenements and in city rookeries. In general, with all our modern and scientific principles, we still have much to learn in the application of sound common sense, and natural direct methods in the care of needy families.

The papers which will be presented at this morning's session will give concrete examples of attempts that have been made to deal with the problem of dependency in a comprehensive manner, by removing dependents and those likely to become dependents, away from the surroundings and environments which have had a tendency to aggravate the dependency. We hold no brief for either of these methods, nor is the committee in a position to state whether the results that have been obtained justify a continuance of effort. It would seem, however, that it is the business of the Conference to make a careful and dispassionate inquiry into these and similar projects which have a distinctly philanthropic basis, in the hope that the means may be found for alleviating, and in fact for removing, conditions under which many individuals must live.

At a meeting of the National Conference of Charities and Correction, a committee was appointed to investigate the possibilities of introducing industrial insurance among workingmen in the United States. There is no reason why this Conference should not appoint a similar committee, to report to a later conference, upon the possibilities of developing a systematic and comprehensive plan that can be applied for the relief of the dependents of the State. The report of such committee would be far-reaching in its influence and might result in effective legislation.

At present the funds of both public and private charities are applied, as has been stated above, almost exclusively for palliative purposes. Surely when we remember the millions of dollars that

are spent annually, it would not seem amiss to suggest that some of those funds could be used for the making of a thorough and exhaustive inquiry into the possibilities of agencies that shall be remedial and curative.

DR. FRANKEL: The first paper is entitled "Agricultural Colonies as a Remedy for Dependence," by Miss Evangeline C. Booth, Commander of the Salvation Army in the United States. I regret to announce that owing to Miss Booth's illness, she is unable to be present, but she has deputized Brigadier Alexander Lamb, of the Salvation Army, to read her paper. I will ask Brigadier Lamb to step to the platform.

BRIGADIER LAMB: Knowing how very unpleasant all kinds of apologies and excuses are on such occasions, I think I will hardly burden you with making any; it is sufficient to say that I regret as sincerely as you do the absence of Miss Booth, whose presence and personality would add to the interest of this paper, and I have come as a good soldier, as her humble representative. It is always difficult to occupy a woman's position, especially for Salvationists, where women are held in such very exalted esteem and whose leadership and ability are so highly recognized; and yet I will read her paper, as she has asked me to do, leaving out the introduction, since, with the Chairman's permission, I might say it has already been given in the able paper which has been presented, without inferring for a moment that it was simply an introduction; it has covered so ably the ground, so much more completely than this introduction, that I will pass it by and go on with the paper at once.

AGRICULTURAL COLONIES AS A REMEDY FOR DEPENDENCE. BY MISS
EVANGELINE C. BOOTH, COMMANDER UNITED STATES FORCES,
SALVATION ARMY.

The problem of the poor is a perpetual one, for they are always with us. It is a problem as old as civilization. It was firmly faced and wisely embraced in the legislation of Moses, and was one of the first subjects confronted and dealt with by the early Christian Church.

And from then till now, I am not aware that it has been made a matter of even serious attention, much less of careful and wise

legislation, except by those people whose moral life has been in some measure inspired by the spirit and moulded by the words and principle of the great moral and spiritual teachers of Palestine. It is wondrous strange and true that all the rivers of beneficence that bring help to the poor and hope to the despairing flow from exhaustless fountains of inspiration springing among the mountains of Judea.

And yet, after these thousands of years, the problem grows more acute and complex. Whether this is due to an actual increase in poverty and helplessness, or to a deepening and quickening of the altruistic feelings and principles in the hearts and minds of the well-to-do, is a debatable question. Probably it is due somewhat to both.

Whether or not there is an actual increase of poverty among the very poor, there is certainly an increasing helplessness among them. The man who, for years, day after day, in the crowded factory runs a machine that does nothing but fasten a few tacks in the heel of a shoe, or turn the head of a pin, is not developing either the mental or physical power of self-help. And the immature, improperly fed girl, in the heat and dust and deafening din and devitalized air of the factory, watching ceaselessly the revolving spindle, is being robbed not only of an adequate power of self-help, but also of the red-blood, the elastic muscle, the physical stamina that would make her the glad and vigorous mother of robust sons and winsome daughters, and the mental breadth and power and moral insight and force that would make her a fit companion and teacher of her own or other children.

The utter subordination of their time and strength to this dull routine, without any power or prospect of personal initiative or improvement, has a tendency to reduce them almost to the level of their machines.

And if through sickness or a strike or the invention of some new bit of labor-saving mechanism they lose their situations, they are then much like the worn-out or cast-off machinery of the dump heap. There is no place for them, and in the over-crowded slums of our cities they sink into poverty and helplessness that is pitifully hopeless. Besides these are the thousands adrift in our great cities whose early life was spent on the land and who

long to return but are not able to meet the initial expenses of beginning farm life again.

And yet, towards these poor and helpless ones, there flows a constantly broadening and deepening stream of charitable contributions; gifts of food and clothing and money and medical attention are lavishly given by generous individuals and societies, while large provision is made by both the municipality and the State for their help; for there is doubtless an increasing conviction among men that each is, in some sense, his brother's keeper.

But, generous and well-intentioned as are these efforts, they are only palliative, not curative, and are totally inadequate to solve the problem. The Hollander neglecting the break in his dyke, but industriously bailing out the intrushing waters, will as quickly dispose of them as will we of the tides of poverty by ordinary charitable methods. Back of the invading waters are the brimming floods of the North Sea, and back of our increasing poverty are faulty, if not vicious, industrial and social conditions. Let the Hollander close that rent in his dyke and the waters will cease to overflow his fields, and let us change the conditions that are the perennial source of poverty and our problem will be in a large measure solved.

In the minds of many thoughtful and disinterested men the Salvation Army Farm Colonies offer the solution that is sought. They are not palliative, but curative; not temporary, but permanent; they do not dole out to a needy man a piece of bread and then pass on and leave him, possibly to die, but they put him in the way of earning the bread of his wife and children for all time to come.

The Salvation Army Farm Colonies are the concrete expression of profound thought on the part of General William Booth, resulting from years of patient labor for, and tenderest sympathy with, the poor; and they form the last link in the well-wrought chain of remedial efforts to relieve and elevate the poor and unfortunate. They are the last station on the highway from the pauperism and hopelessness of slumdom to the proud independence and sweet and assured comforts of a country home.

Of the fifteen of these colonies now established and conducted by the Salvation Army, three are in the United States.

Nestling in the beautiful and fertile valley of the Salinas river, between the Gabilan and Santa Lucia Mountains in California, is Fort Romie, the first of these colonies.

On a vast Colorado table-land, under azure skies, in the valley of the Arkansas, is Amity. And in a beautiful woodland near Cleveland, Ohio, close to the shores of Lake Erie, is Fort Herrick.

This last—near Cleveland—is a fine tract of land of 288 acres, the gift of the Hon. Myron T. Herrick, Governor of Ohio, and Mr. James Parmelee, of Cleveland. It is not strictly a land colony, but is rather an industrial settlement of an agricultural character. There is at present an Inebriates Home located on it, the inmates of which are given light agricultural employment and instruction. In time, other semi-charitable sections of our work will be transplanted there and it is expected to become a halfway station to the regular land colonies in the far West and a preparatory school in which men may be fitted for an independent career.

In 1898, Commander Booth Tucker purchased the 520 acres of land which constitute the Fort Romie Colony in California. It lies in a lovely valley that has been leveled by the action of the river and is admirably adapted for irrigation, which is necessary owing to the very limited rainfall in that region. The soil is a light loam, washed down from the mountains, and averages fifteen feet in depth and so rich that fertilizers are unnecessary.

The land was purchased for \$26,000, divided into allotments of 20 acres; and 19 families—13 American, 2 Scandinavian, 1 Finn, 1 German-Swiss, 1 Hollander and 1 Italian—were placed upon it.

“The unifying effect of colony life among the varying nationalities formed in themselves an interesting study. There was the American dash and enterprise, the Dutch plod, the Italian quickness and attention to detail, the Swiss cheerfulness and frugality and the Scandinavian undauntedness, all uniting to solve this problem of the nations.”

Owing to the outbreak of the Spanish War, which absorbed public interest and money, but chiefly to an unusually severe drought extending over the first three years of the colony's existence, the outlook for the infant enterprise was very dark. But with limitless courage, boundless devotion and unfailing ingenuity and hope, Commander Booth Tucker and his consecrated and accom-

plished wife, persevered in their purpose; times improved, the heavens relented and the drought was broken; funds were secured, invaluable experience was gained; on every hand hope was revived, and to-day the colony is in a condition of most hopeful prosperity.

Mr. Rider Haggard, the eminent author, sociologist and agricultural expert, who recently made a searching investigation of these colonies on behalf of the British Government, in his report which has been issued by the Government as a Blue Book, after giving a detailed history of the colony says: "I will now sum up matters as they appear to me to-day the experiment has proved a great success."

The farms average twenty acres in size and, intensively farmed by the help of irrigation, amply support a family. Dairying and chicken-raising bring the quickest financial returns, but almost every kind of farming is practised with success. Orchards flourish, berries of all kinds can be grown, potatoes and onions can be cultivated with much profit, while for forage, as many as four crops of alfalfa can be cut each season.

The land has doubled in value, and together with improvements, live stock, outfit, etc., is appraised at \$113,270.

The Army has expended in round figures \$64,000 for the purchase of the land, and for the establishment and maintenance of the colony. Occasioned by the very abnormal drought and consequent failures of the first three years, a loss of some \$27,000 should be added to this expenditure,—which the Army credits to profit and loss, the profit being in valuable experience.

The colonists owe \$52,819 to the Salvation Army and other debtors, but they hold property which is appraised at \$94,780, leaving an equity to their account of \$41,961, or an average of over \$2,000 each.

The colony has its own public school with some sixty well-fed, healthy, happy children in attendance.

The principle of coöperation strongly prevails, and a large co-operative store under the management of Mr. Vanderburg, formerly State Senator of Oregon, has been established and the profits divided on the usual principle among the stockholders.

In the matter of pauper policy, Commander Booth Tucker states the theory of deliverance as follows: "Place the waste labor on the waste land by means of waste capital and thereby convert this modern trinity of waste into a unity of production." He argued "that the centripetal forces of our great centers of civilization which are absorbing the masses of our population must be counteracted by centrifugal forces of equal strength." And "the landless man to the manless land" became his colonization motto. He says: "I argue that if fifty million dollars now spent annually by our nation in merely affording temporary relief to this social sore should be devoted to the planting of three millions of our surplus population upon, say, a few million acres of fertile soil, the following results, among others, would be obtained: Their labor would produce annually at least one hundred and twenty million dollars worth of food for the consumption of their families. The value of the land would increase from 50 per cent. to 100 per cent, thereby affording abundant security for the investment of the capital, which would be repaid within a period of ten years with interest. These tax-consumers would be converted into tax-producers, and an enormously increased demand would be created for the produce of our city manufactures, while the deadweight of their taxes would be simultaneously lightened by the removal of the terrible incubus of a vast pauper population."

Acting upon these principles and after the fullest investigation of various sites, we purchased 1,760 acres of land for the Fort Amity Colony in Colorado.

When it was known that this colony was to be opened over 500 applications were received, and with the utmost care twenty-six families of about 100 souls, were selected. In April, 1898, these "pilgrim fathers," fleeing, not from religious persecution, but from well-nigh intolerable conditions, not over a stormy ocean, but across broad cultivated plains on a Santa Fe train, sought what to them seemed a prospective earthly paradise.

On the 18th of April they arrived at Fort Amity. It was a vast unbroken wilderness with but one small house upon it. Lumber and tools, household effects, food, extra clothing, hardware, etc., had been sent on in advance. Yet like Israel fleeing from Egypt,

they were tried to the uttermost. But they faced their trials with fortitude, and overcame. Said Mr. W. M. Wiley, Manager of the Beet Sugar Factory at Holly, nearby: "The weather was horrible. A peculiar spell of weather overtook them immediately upon their arrival and it rained constantly for two weeks. The roads were muddy and no houses were built. Their homes were in tents on the bald prairie, and every obstacle presented itself to these tenderfoots. To the amazement of old settlers, not a moment of a day was lost, but through rain and mud the material for their homes was constantly hauled out to the site and the bad weather was laughed at.

"Old and successful farmers in the country commonly remarked that few of them would have worked with the vigor and energy that these people showed in such weather. The confidence aroused by this energy has been cemented with time, until to-day the old settlers of the country look upon the Salvation Army Colony with the highest regard and its officers and members have been elected by the surrounding farmers to offices of trust and prominence in their farmers' societies and institutions," and recently one of the colonists was elected sheriff of the county.

In the selection of colonists, certificates of both physical and moral soundness were required. In our city colonies and institutions, our Shelters, Rescue and Prison Gate Homes, the greatest moral delinquents are gladly welcomed, but not in our farm colonies. These communities are for families and cannot be endangered by vicious characters, though our Ohio Colony is retained as a temporary and reformatory home for inebriates.

Again, they must be willing to submit to the mild but firm discipline and guidance of the Army. But so wise and thoughtful has this guidance been on the part of the Governor of the colony, so disinterested and benevolent has been the discipline, that the neighbors and officials round about were amazed to see a party made of the odds and ends of the city poor, managed and settled with almost no friction.

There are no religious tests whatever. Protestants of various sects and Romanists as well as Salvationists are numbered among the colonists, but the kindly spirit which inspires the Army permeates the colony. Says Mr. Rider Haggard: "The

spirit of mutual friendliness evidently animates the colonists of Fort Amity. Never have I seen that spirit more happily and clearly demonstrated than I did at the village feast, or banquet, which was given in my honor in the principal school house of the colony. At this feast were gathered some 250 people. Some of these made speeches and all were dominated by two notes, that of the complete contentment of the speakers with their lot and that of their affectionate regard for the fellow-colonist and for the Salvation Army, which had enabled them to attain to their present position. That these sentiments were by no means individual to the speakers, was clear also from the loud and hearty cheers wherewith they were greeted by the audience."

The smallness of the farms, consisting mostly of twenty acres, results in a compact community which makes possible a highly developed social life and this has been encouraged and cultivated by the Army management.

There are regular farmers' meetings, at which the whole science of farming is studied and discussed. There is a debating society for old and young. Twice a month there is some general social gathering. The Army has religious meetings each week to which all the colonists and surrounding community are cordially invited, but no one is required to attend; and occasionally there is preaching by some neighboring minister.

A fine stone school house has been built by the colony and the educational interests of the community are well looked after by three teachers.

Already where a few years ago there was only a vast waste there is now a prosperous settlement, with well-stocked farms and the advanced beginning of a thriving country town.

There is a postoffice, a blacksmith shop, a grain store, two meat markets, a dry-goods store, a drug store, a lumber yard, a hardware store which sells everything from agricultural implements to pins, three grocery stores, a local bank known as the Bank of Amity, started with a capital of \$5,000, which was put up by the colonists and others and is doing well, a newspaper office and a barber shop.

There is also, about a mile from the town site, a large, well-equipped sanitarium for consumptives, established as a monument

to Consul Mrs. Booth Tucker, who lost her life in a railroad wreck while making a journey from this very colony. The patients are greatly benefited in this high altitude with its pure air and almost perpetual sunshine.

The land of this colony cost \$47,000 and the present value with improvements, as per sworn appraisement, is \$154,775.

On the town site from \$50 to \$600 are at present paid for lots containing only one-twelfth of an acre.

Over and above all their liabilities, the colonists are estimated to be worth from \$500 to \$5,000 each.

Mr. Rider Haggard interviewed each of the colonists and included each interview in his report. The following is his interview with Mr. J. H. Newman, and while he has been somewhat more prosperous than some of the other colonists, yet it is a fair sample of all the interviews. Mr. Newman says: "I have been here seven years and have four children. I was a carpenter in Chicago before coming to Amity. I had no capital, none whatever, although I received \$50 for Chicago work sometime after I came to Amity. I have done very well here. It is claimed that a laboring man in the states cannot put away under the best circumstances more than \$100 per year. I have cleared in seven years \$4,000 at least, so I think I have done very well indeed. I have paid a good deal of my indebtedness back to the Army. I am a little behind owing to a failure of crops two years ago, which made it impossible for farmers to pay me accounts in connection with a little hardware business I ran as well as my farm. I am very glad I came here. I think it is a grand opening for a poor man."

The most dangerous tendency of modern civilization is the disintegration and destruction of the home and family. For an honest, but poor working man to rear his family in decency and comfort is increasingly difficult. The forces working against him are well-nigh overwhelming.

The farm colony is the natural, the scientific remedy for this terrible evil and can be made coextensive with it. And this, as Commander Booth Tucker has well said, "would do more to minimize vice and crime, to suppress anarchy and discontent, and to increase morality, religion and good citizenship than all the penal

laws ever enacted. This is the natural, simple and easy solution of the great pauper problem which is confronting the nations of the world to-day."

But in order to insure success, there must be careful adherence to the following foundation principles: 1. There must be a sufficiency of capital. 2. The land must be carefully selected and suitably laid out. 3. The colonists must be well selected. 4. There must be able supervision. 5. The principle of house-ownership must be followed. 6. God must be recognized.

After the most painstaking and exhaustive investigation, Mr. Rider Haggard considers the farm colonies of the Salvation Army in the United States to be so successful and founded on such scientifically sound commercial and sociological principles, that he earnestly recommends the British Government to make a scheme of colonization based on these principles, and, if agreeable to the Government, under the management of the Army, a part of its imperial policy.

Years ago, when General William Booth, the founder of the Salvation Army, with the vision of a prophet, the wisdom of a statesman and the broad sympathies and brimming compassion of a philanthropist, published to the world his scheme of Land Settlement, he was styled a "visionary."

But in view of what has been done, after making his elaborate proposals to the British Government, Mr. Rider Haggard now writes: "If in the face of the facts which I have adduced, my opinions are still thought visionary and optimistic, I can only point out that, speaking broadly, I am delighted to find them shared by such men as Mr. Roosevelt, the enlightened and far-seeing President of the United States, whom, if I may venture to say so, I thought one of the clearest-visioned and most able statesman that I ever had the honor of meeting; by the Hon. Mr. Wilson, the Secretary of Agriculture in the same country, a man of vast experience; by Earl Grey, the Governor-General of Canada, who knows so much of colonization and its possibilities, and with whom I had my conferences on this subject; and by General Booth, of the Salvation Army, whom I saw before leaving England, who, perhaps, is better acquainted with the actual conditions of our poor than any other man living, and who, more-

over, is the author of practical experiments in land settlements in every clime."

PROF. MORRIS LOEB: The courtesy of Miss Booth has allowed me to read the paper which she has presented by her representative, a few days before the meeting, and what I have to say is based largely upon a careful study of what she has presented. I may say at the outset that I could not but admire the strong faith in the purpose and the persistence of effort with which these experiments have been carried along; and in much of what has been said by the Chairman of this meeting as well as what I know is in the first part of Miss Booth's paper, I agree fully. I differ from her, possibly from even the program of the meeting, when it comes to looking at farm colonies as remedy for dependency. If it were not that I had strong faith in agricultural work as a remedy for the overcrowding of the cities, I would not myself be a member of a society which devotes a very great proportion of its energy to that very class of work; but the proposition of Miss Booth is that the farm colony should be established, and that it is a remedy for actual dependency.

It is ungracious, in the first place, to attempt to analyze figures such as have been put before us; but it has been my duty frequently to analyze figures in favor of agricultural schemes, and I must point out a few inconsistencies in the claims just made, subject to such explanation as very possibly may be made by the gentleman who has presented Miss Booth's paper.

The only colony about which figures are given in this paper is the one at Fort Romie. I see that about 520 acres were bought at a cost of \$26,000, something less than ten years ago. That means \$50 an acre—surely not waste land. In the neighborhood of New York it is possible to buy land at \$5 an acre, which is real waste land thoroughly capable of cultivation. This land was given in 20-acre parcels to nineteen families; 19 times 20 are 380, leaving 140 acres, for one reason or another, retained as company land. I assume that, nothing being paid to the company, we may take it that these 140 acres are still reserved and are not being worked. If that is the case, we find by comparison of the figures, the presumption that the land held by the colony and not yet divided among individuals is now valued at about

\$18,500; that is to say, it has advanced in value from \$50 an acre to something over \$110 an acre. Probably this enhancement is due to the completion of public irrigation works. I calculated this out carefully before the meeting, and I find that under the circumstances, and assuming that the colonists had not worked their land at all, the land would have increased in value to the colonists from about \$19,000 to \$50,179, that is to say, the unearned increment, as Henry George called it, would have brought the land up to \$50,000.

The equity of the colonists, which represents the product of their land over and above what they must naturally have expended for living expenses during the last seven or eight years, amounts to only \$42,000, so there would be a deficit of \$8,000, if the increased land-values have not brought about such an excellent offset, due undoubtedly to business sagacity of the founders of that colony. I do hold that if this colony had been placed in waste land where the land is cheap,—Government land for instance,—and where the increase in value is not as much as 100 per cent. in a short decade, then the colony would have either failed or have called for very large pecuniary sacrifices on the part of the managers.

Taking the figures as they were given, and eliminating for the moment the cost of land, I find about \$61,000 in cash expended upon the nineteen families, roughly speaking, about \$2,500 cash for each individual family placed upon the land, exclusive of the cost of twenty acres at fifty dollars an acre, a total per family of \$3,500.

Our own experience is with Jewish farmers—Russian Jews—where the initial conditions are more complicated, because there are many difficulties both with regard to customs and language which interfere with the success of those people. We have found from \$2,500 to \$3,000 will establish an individual family on an individual farm. I believe that the same amount of money spent by the Salvation Army in distributing these families on farms in the country at large could have been applied more economically instead of less economically.

The point to which I would like to draw particular attention is the hopelessness of putting paupers upon farms or in farm

colonies; the internal evidence of Miss Booth's paper is strongly in that direction. Physical tests are to be applied, moral tests and physical tests. There are so many discouragements that meet the farmer at the very outset, in the early days of his career especially, that it would be practically impossible to take people broken down in physical health, broken down in moral strength, and ask them to endure the rigors of the first year of a farmer's life. The fact that paupers were not selected may also be found in some of the reports of Mr. Rider Haggard. The prize colonist, if I may call him so, brought forward in Miss Booth's paper, is the carpenter who left Chicago without any capital and went upon a colony farm and is now prosperous. He was a carpenter, however, and not broken down, because after he left Chicago he received \$50 in payment for work he had recently done. He was not even out of work, I believe, if I should judge from that statement. It is, therefore, this kind of people who can be placed upon farms; not the dependents.

Now, I think we all owe a great debt of gratitude to the Salvation Army, especially its head, for calling the attention of the English, and in a less emphatic degree of the American nation, to the importance of furthering any tendency toward agriculture; but farm colonies are not an English or American invention. Over sixty years ago the *Maatschapij voor Weldadigheid*, a charitable society in Holland, commenced this sort of work based very largely upon the same principles and carried out at first very largely on exactly the same lines as those suggested in Miss Booth's paper. I read very carefully the published papers about this society (some were published about thirty years ago in England), and I was simply amazed at the effectiveness of the plan as there presented in beautiful detail, so much so, that I was under the impression that nothing better could be devised than just these home colonies as they have been established in three or four waste places in Holland and continued there for sixty years under the continuous administration of a society, which has a central management and thoroughly organized and thoroughly active local committees in the cities, large and small, in Holland.

Two years ago, on a visit to Holland, I got a trip through these colonies upon my program, but was unfortunately prevented by weather conditions from attempting it. On the other hand, I had the great advantage of an exceedingly frank interview with the General Secretary of the society, a gentleman in Amsterdam, who is thoroughly informed about the whole matter, and who gave me all the details, besides lending me a full set of recent reports. From these I found that, although the colony is managed admirably in all respects, it is a pauper colony not only in the sense that it has taken in paupers, but it has maintained them as paupers and been forced to do so not only in the first generation, but even to the third generation; the grandchildren of the persons placed upon these farms are still there and cannot be induced to leave them. Why? Because it was necessary to establish industrial systems, to establish various kinds of institutions that appeal to these people in so paternal a way, that it is impossible to wean them from a pail out of which they are being fed.

I must say that it is my earnest, my emphatic belief, that any system of colonies for paupers, any system of colonies in which the people who are once put under paternal government are left in the same place, must necessarily be a continual drain upon the society or the government, whose enterprise tries the experiment; it is hotbed cultivation, and hotbed cultivation will never succeed in producing normal growth. Now, this is what I have to say in criticism of the implied advantages of a farm colony as a remedy for dependency.

On the other hand, I have to say very much in favor of an attempt to increase the agricultural population at the expense of the city population. The experience of the society in which I am interested has been derived from 2,000 to 3,000 cases spread over the United States, also the Northwestern provinces of Canada, and we have found that where the people went of their own accord, where they received sufficient assistance to establish themselves and sufficient advice to enable them to get along after they were set upon their own feet, they have been moderately successful; very successful in some places, very moderately successful in others, depending largely, as must be the case in all farming communities, upon external conditions as well as the individual

exertions of the farmers. We are also attempting the experiment of placing people not yet inured to a country life upon a farm on which they can be employed until they have learned how to take care of themselves. Whatever is done must be done, not for the purpose of taking the man under your wing forever, but for the purpose of placing him out for himself. I believe the tendency towards farms should be encouraged, not for the alleviation of distress (only indirectly for that), but to remove from the city those who can relieve the overcrowding, and give the less physically strong a better chance for life, air and work.

I believe that a conference of this kind should take every possible remedial agency into its observation; yet this problem is a matter not for philanthropy but for constructive statesmanship.

If you will allow me, nevertheless, in closing, to present my views as to what will encourage agricultural as distinguished from city life, I would, in the first place, agree with what has been said by Dr. Frankel; better means of communication in order to make isolation of the farm much less depressing than at the present time. Perhaps we might have physicians, nurses and social workers brought closer to the country and not force the people into the city, if they want to benefit by these advantages.

In the second place, it appears to me the most important thing to be done is the establishment of a state constabulary or some other system which shall increase the security of property and especially the security of the person upon farms; that is one of the chief difficulties with which the farm population has to contend, the insecurity of the farmer's family against the tramp and the robber.

Perhaps, too, the tramp problem could be solved by another piece of constructive work, whereby it would be possible to settle people on small holdings, under such laws as exist, especially in England and Ireland; where they are attempting at the present time to establish people to support themselves partly by work upon their own land, but who would earn a great portion of their wages by work upon their neighboring farms, thereby doing away with the uncertainty of procuring labor at the time of the harvest and removing the importance of the tramp laborer who is taken into the farmer's house during the period when the farmer needs any hands he is able to get.

In the fourth place, it seems to me very necessary that the agricultural districts shall be provided with a better credit system for the purpose of establishing themselves. So long as it is necessary for the farmer to live over a year after his first establishment before he can make any money out of his farm he gets hopelessly into debt, mortgaging his crops for years ahead; if he is obliged to pay ten per cent. to twelve per cent. (which is the legal rate in certain states, Montana and North Dakota, for instance), he can never recover. In some of the Western agricultural states, the land sharks and country banks have loaned money to the beginner with a distinct hope that within one year the land will fall into their hands by failure to pay the mortgage plus twelve per cent. compound interest.

And lastly, and most utopian, the ability to induce the farmers to live in a village street as distinguished from the isolated farmhouse. This may be a possibility in the future with better roads, with easier means of communication, and, too, a more rational method of farming, diversified farming as distinguished from the wholesale production of certain grains at present. I think that very important for the improvement of farming conditions, because it would very largely do away with the isolation that makes the farmer a very doleful individual in the winter time if not in the summer as well.

THE CHAIRMAN: The next paper will be "Industrial Removal as a Remedy for Dependence." by Mr. Morris D. Waldman.

INDUSTRIAL REMOVAL AS A REMEDY FOR DEPENDENCE. BY MORRIS D. WALDMAN, ASSISTANT MANAGER INDUSTRIAL REMOVAL OFFICE.

Change in environment is the first expression of civilization, the first indication of human progress. The difference between the old and the new civilization is that in the old, popular migration sought the least inhabited areas and in the new it seeks the most populated sections. The modern trend of popular migration is cityward, and this tendency must be seriously considered by those who would engage in an attempt to induce or assist men to change their domicile. To oppose this powerful migratory tendency is well-nigh beyond human power; to act har-

moniously with it is to work along the lines of least resistance. Industrial removal does not oppose it, because it confines its field of activity only to industrial centers. It does not attempt to direct men to the soil or to rural settlements. It seeks to direct migration from one industrial center to another, though not indiscriminately. It directs it from an overcrowded locality to others less congested.

The term dependent, being a flexible one, governed by its application, should be clearly defined, in order to prevent ambiguity. To say that only such are dependents whom necessity has driven to the doors of a relief organization, would exclude the consideration of a much larger number, the improvement of whose condition would be a legitimate concern in a scheme of this character. It would not be stretching the term to an extreme degree to consider such families within the scheme who are independent of relief organizations, yet who are forced by circumstances to live below the normal standard of living. By the word removal, is simply meant the assisted change of environment made by such dependents. The word in this sense was adopted nearly five years ago in the name of an institution of this city, and because of its brevity and suggestiveness seems to be sanctioned by social workers. I do not know that it is altogether a happy term, but until a better and more comprehensive one can be suggested, I shall employ it in this paper. To clearly distinguish removal in our sense from ordinary change in environment, it must always be borne in mind that the new environment must of itself eliminate the cause for dependence. To illustrate: Where sickness is the cause for poverty, removal to a hospital out of town would not constitute removal in our sense of the term; but if change of environment would so improve the physical condition of the individual as to increase his industrial efficiency, then such change of environment would be "removal."

As in every practical enterprise, for which there is need, two fundamental premises must be established. First, its efficacy, and secondly, the means of its execution. The first must show that there exists a condition of unequal opportunity; it must show an oversupply of labor or such other conditions as make for industrial inefficiency in one place, and at the same time show

an insufficiency of labor in another place. The second premise to be established is the availability of necessary machinery to make a proper change of environment effective.

It is not possible here to discuss these premises exhaustively, nor do I believe this to be within the scope of the paper. I can, at most, point to existing conditions and so present the problem in its general aspects.

That there is need for some general plan of relief, other than exists, for the unemployed or for those who are so restricted in industrial opportunity as to be forced into the class of dependent families, is practically axiomatic. The records of relief organizations of all kinds indicate this need positively. And, that the primary cause for such dependence is largely objective, that is, is found in environment alone, is just as positive. The logical solution for the remedy, then, is change of environment. The main thing to determine is whether conditions in other localities furnish that remedy.

It is commonly believed that there is untold opportunity for work in other parts of the country. The advice of Horace Greeley, "Young man, go West," is still considered sound. That there are enormous natural resources as yet unexploited is not to be doubted. There are millions of acres of soil as yet untilled, hundreds of thousands of orchards in which the fruit rots for want of men to pick it, and enormous areas of wheat fields unharvested. The South especially is desirous of attracting agricultural settlers and goes so far even as to offer them land, and in addition occasional financial help. I myself know of scores of requests and proposals of this character made by disinterested and public-spirited citizens of the South. The state of South Carolina, for instance, has established an agency in this city to persuade immigrants into its territory. Every year we hear reports of a deplorable dearth of labor in the wheat fields of Kansas. The advocacy of the unrestricted admission of Chinese into the country with a view of employing its coolie labor in the fruit districts of California is regarded seriously by many. I also know of numerous requests for help coming from mills and factories in the interior, many of them situated within a short radius of New York. Another strong indication, apparently, of need for

labor in the interior, is the large number of employment agencies established by employers' associations. All these things would indicate that there is a ripe condition for the scheme of removal. On the other hand, the surprising intelligence reached us only recently that the South, which suffers more than any other section of the country from lack of labor, has expressed itself against the further settlement of all immigrants, except those who take up farming. Fruit picking and wheat harvesting offer but temporary employment and the kind of help required by the mills above referred to is mainly juvenile. The employment offices carried on by employers' associations offer work generally only to highly skilled artisans, and call for poorly skilled or unskilled labor chiefly during labor troubles.

Under these conflicting circumstances we must examine attempts that have been made and are being made along the lines of removal, to see what their experiences show. There are a number of private employment agencies in this city that are doing a lucrative business in supplying labor to railroads, mines, quarries, packing houses and other large industries in the interior. There are two philanthropic institutions in this city that remove thousands of unemployed every year to various parts of the country, and the results thus far obtained are very encouraging. They show that there are industrial opportunities in many localities. The Society for the Protection of Italian Immigrants has, according to its manager's statement, located about fifteen hundred persons in various parts of the country. The Industrial Removal Office, which confines its activity to Jews alone, has sent over 20,000 persons out of the city of New York, and there is but one state in the Union, Nevada, which does not contain some of its beneficiaries. It has reliable information that all of these persons obtained employment in the places to which they were removed, and only a very small proportion returned to New York, and, generally, for reasons other than lack of employment. It is true that not more than one-fifth of the number of applicants were removed, yet the others were not rejected altogether for the reason that there were no industrial openings for them. Many were rejected for personal reasons, a large number were turned away because a perfect system of coöperation had not yet

been established between the society and its coworkers in the interior; others, because their removal would not serve the chief purpose of the movement. The object of the institution has not been merely to relieve individuals; its scope has been a broader and more far-reaching one, viz: To remove only such as possess the qualities of the pioneer, the one who would attract to himself his friends and relatives. The movement has for its main idea the diversion of immigrants away from New York and is seeking to bring about this diversion by establishing in each person removed a center of attraction for other individuals from this city and Europe.

The value of the movement is not unchallenged. When attempts were first made to induce persons in the interior to receive these unemployed and to aid them to become self-supporting, the argument was raised in nearly every locality that there were no openings; but when a thorough canvass was made among the industries, it was soon discovered that there was need for more labor and those unemployed were below the standard of efficiency demanded, or possessed such personal defects that no one would employ them. This need for labor has not diminished. An improved system of coöperation and better organization of receiving agencies have discovered greater need for labor than ever before in nearly all industries. Even during the industrial depression preceding the last presidential election, hundreds of persons were removed and placed at work. At the present time the call for help is so tremendously in excess of the supply that without exaggeration it may be said ten times the number could be placed. But even if industries were employing the maximum amount of labor, an increase in population from other sources, if not too sudden, would not be a calamity; on the contrary it would soon create for itself an opportunity for labor in the creation of new industries, because industries are just as prone to seek labor as labor is to seek industries. Our great industrial centers in this country would not have been possible, had they not counted on the large immigrant population.

The question naturally arises, will conditions that allow of the removal of immigrant Jews, be equally favorable to the removal of the average non-Jewish dependent. The answer to this ques-

tion would of course be largely speculative. I would venture it as my impression that the economic efficiency of the average Jewish immigrant does not differ very much in degree from that of the average non-Jewish dependent, when we bear in mind the liberal definition given here of dependent. The advantage the Jewish immigrant may have in health and ambition, is equalized by the advantage the native has in his knowledge of the language, customs and manners of the country. The Removal Office has been seriously handicapped by the immigrant's reluctance to leave this largest and most attractive Jewish settlement. In many cases this reluctance is born of a vague and mysterious fear he entertains of unknown localities. To the average Jewish immigrant New York is synonymous with America, and it is generally only when in dire need that he lends himself to what he considers at best a dubious experiment. This attitude of mind toward removal militating against his success would not be the attitude of our client.

It being fairly well established, then, that there is industrial opportunity in the interior for our dependent families, it remains only to determine the means to effect a happier equilibrium. What agencies have attempted removal or are doing it at the present time? If their efforts had been restricted to class or to territory, what lessons, that would be useful in a general plan, have they learned?

Last summer, the Free Employment Bureau maintained by the New York State Bureau of Labor was subjected to an investigation by a committee of experts, which reported to the Commissioner of Labor that the bureau served little practical purpose. Some of the reasons given for its failure to be effective were these: First, private agencies for all kinds of help have increased in number and improved in efficiency. Second, the cost of advertising in the daily papers, both for employer and employee, is now very moderate, and advertising in the newspapers has become a commonly used method of getting both help and positions. Third, the labor unions act largely as labor exchanges for their members.

As these agencies serve to obtain work for the unemployed in this city, so to a more limited extent do they serve as agencies

for removal. There are a number of offices in this city whose sole activity consists in procuring help for out of town employers. There are two agencies which I myself have visited, and concerning which I have received reliable report. Each one of these removes from fifty to eighty unskilled laborers to the West and South every week. It is not uncommon to see advertisements in the daily newspapers inserted by business concerns in other parts of the country calling for help of all kinds. The trade unions always keep in touch with conditions of employment in their respective trades in all parts of the country and act as registers, for their members, for this information. Often they advance money for transportation to them. But while these agencies make local free employment bureaus unnecessary their removal work is so scanty and meagre, that alone they would not serve this purpose adequately. Nor would the Italian and Jewish societies, because their efforts are restricted to only a portion of those in need of such relief.

What practical suggestions do existing agencies for removal offer as to the methods to be adopted for a successful scheme? From the Society for the Protection of Italian Immigrants we can learn but little, because its efforts are confined to persons who are physically and mentally different from the average urban wage-earner; the kind of employment found for them is unskilled labor on canals, bridges, tunnels and railroads for which our beneficiaries would have neither fitness nor inclination. The Industrial Removal Office offers more fertile suggestions, because the character of its work has been broader. There is hardly a trade or handicraft which it has not served and not a city of importance in which it has not settled its clientele; there is not a degree of skill of which it has not taken account.

Though the character of its work is unique, the Industrial Removal office is not the first experiment tried along the lines of removal. Germany instituted removal along different lines as early as 1893, in which year there was evolved a National Association of over a hundred public employment offices existing in the large cities of its empire. At the present time there is so strong and intimate coöperation among these agencies as materially to help solve the problem of unemployment in that country.

The problem there is different in character from that which confronts us. In Germany there is a condition of general unemployment and the work of the organization seeks simply to stimulate the mobility of labor throughout the whole empire. Each local employment office acts in a double capacity. On the one hand it receives the unemployed from other localities and on the other it sends its local unemployed to other points. The system in vogue there, it can be readily understood, is a highly developed, if not a complex one. With us the problem is to find work for the unemployed of only one locality, where the excessive settlement of immigrants has increased competition in the field of labor and where overcrowded dwelling has otherwise reduced the wage-earner's efficiency. The advantage in this aspect of the problem would undoubtedly be with us. The success of the German plan is due mainly to two things: First, the strict and powerful supervision of the state, and second, the comparative smallness of its territory. What the scheme here would lack in State supervision, could be remedied to some extent by adopting the method of the Removal Office. In the beginning this institution attempted to establish relations directly with employers, that is, on the employment bureau plan to solicit orders for help with a view of filling them. It was soon realized, however, that this plan, which is feasible when the employer and the wage-earner are in one locality, cannot be absolutely applied under a condition which finds the employer and the wage-earner thousands or even hundreds of miles apart. It became necessary, therefore, for the society so to interest its coworkers as to constitute them a subagency; that is to say, the men are sent to the different places with no specific position in view, but with the understanding, or rather with the assurance, that the work of finding employment for them will be done by the subagency. These receiving agencies are generally a benevolent society, sometimes a religious congregation or occasionally a few of the most influential Jews in the community. Though the possibility for dealing directly with the employer would be greater in a general scheme, because more thorough investigation could be made into the antecedents of the applicants than can be made among those whose latest connections are in Russia or in Roumania, yet the

coöperation of churches, benevolent societies and public-spirited individuals in the localities to which the families would be sent, would be exceedingly helpful. The first to look after their social and spiritual needs and the other two to supply them with food and lodging, if necessary, or other material aid. Such a thought naturally suggests the fear that the offer of material help might aggravate rather than relieve dependence. The danger of such material relief depends entirely upon the method of extending it, and into this particular question there is no need at the present time of entering.

Of peculiar interest in the consideration of this problem is the recommendation of Mr. Frank Sargent, Commissioner-General of Immigration. He strongly advises that, because of the danger of overcrowding in our large seaport cities, the government adopt a plan to encourage the distribution of immigrants immediately upon their arrival in this country. I have it further on good authority that such a plan is being developed and that it is quite possible that a distributing department will be created at Ellis Island. As yet the plan seems to confine the scope of such bureau to one only of information concerning the geography, population, industries and other vital intelligence conducive to the immigrant's settlement in the interior. But even if such bureau should not develop into a removal agency, the information it would obtain and the useful interior connections it would establish, though intended primarily for immigrants, would undoubtedly be placed at the disposal of a local agency, whose purpose is in harmony with it.

Another surely not unimportant consideration, and one which would probably strike the practical mind first of all, is the question of funds to carry on the work. The Society for the Protection of Italian Immigrants is supported partly by a subsidy from the Italian government, and partly by private benevolence. As removal is only one of a number of important activities, the Society rarely ever pays the expense of transportation for families it removes, but obtains funds for this purpose from the employers, who generally are willing to advance the money, with the understanding that they will be reimbursed by the employees. The Industrial Removal Office, not dealing directly with employ-

ers, pays all the expenses of transportation as well as administrative expenses. The German Public Employment Offices obtain their funds partly from the state and partly from the local communities, and the expense of transportation is borne either by the applicant or by the employer. These several removal agencies suggest four sources from which funds might be obtained. First, the state; second, contributions from private persons; third, employers who would either pay the transportation or advance the amounts necessary, to be deducted later from the employees' wages; and fourth, the beneficiary himself who would sometimes be in a position to pay his transportation expenses, particularly when removed to a nearby point.

In conclusion I may say that no saner or more reasonable method of relieving dependence could be conceived than this one of removal. It is not merely palliative, it is preventive and strictly so, because it attacks the root of the evil. The cause is what it must consider in every case, for the very test that it would apply to each would be, is the cause for the individual's dependence found in environment and if so, is there another environment in which this cause could be eliminated? Surely this test is a scientific one, and a liberal one. It would cover every case where cause for dependence is objective.

THE CHAIRMAN: The discussion of this paper will be opened by Miss Frances A. Kellor.

MISS FRANCES A. KELLOR: Those who are dealing with the problem of finding work for the unemployed of our cities, must feel the force of Mr. Waldman's argument, both because of the facts which he has given showing the need of labor in various parts of the country and the success which has attended the efforts of the organizations which have been so successful in placing the people at work. The problem of the Jewish unemployed, both in finding them work and their actual protection, is, notwithstanding the great rush of immigration, better in hand in New York City than that for any other corresponding or comparative class of laborers. I base this assertion upon my observations during the past year in the work of the organization with which I am connected, which has for its main object the enforcement of the employment agency law and the protection of

the unemployed. This has taken us into nearly every agency in the city, and into many lodging places and homes for the unemployed. But this remedy of industrial removal affects a large number of immigrants who know its benefits only through the private agency. For instance, the great mass of Slavic immigrants are almost entirely at the mercy of these private agencies. For them, there are not only inadequate means of distributing labor, but once the immigrants are released, it is with great difficulty that shelter is found for them while they wait for work, except in the crowded quarters of their sympathetic countrymen.

Industrial removal is needed for many negroes who come to the crowded centers to work because of false representations, and become either criminal or dependent.

Vice in New York as it affects women is an industrial problem, for an exhaustive study shows that the ranks of disorderly women are filled from the unemployed and the poorly paid women. The percentage of immigrant women found there is alarming. Many are women taken from the employment agencies, lodging houses, parks, eating houses, while waiting for work, and who never have had a chance at honest work. Industrial removal, to meet the real need of the unemployed, must begin before they have become known dependents, while they are waiting for their first job as well as when they have lost one. An effective industrial removal system would have a great effect upon the sweatshop system and child labor.

If this and much more constitute the field, and if the advantages which Mr. Waldman has pointed out are so great, will any private employment agency, any state agency, and philanthropic organization, or any public-spirited citizens be able to meet the need? At the present time the great bulk of distribution is in the hands of employment agents who charge fees, and they cannot be relied upon; religious and other organizations feel that this work is only secondary, and they do not study its broad aspects; local organizations are handicapped in effecting a system which will meet the need, if at the same time they are burdened with the task of raising the necessary finances. Trades union agencies can be depended upon only for their own members and for skilled labor, and the great mass of dependents are often neither. A

distributing center at Ellis Island, such as that to which Mr. Waldman refers, can be really successful only when it is a part of a system, for the authorities have no way of compelling a man to go anywhere except to the place or person to which, according to the law, he may be released.

This year we have made a directory, and have brought about 500 private employment agencies in various parts of the country into touch through our organization as a central clearing house or bureau of information. But the difficulties are (1) to get agencies of a reliable and uniform high standard; (2) to transport workers feeling that they will be protected all along the line; (3) to get the workers under way before some influence comes in to divert them. It is a poor substitute for a system, but it is showing the need and difficulties.

I believe that the time has come for our government to take up the study of employment, the need in the various parts of the country, the best methods of supplying that need, and the kind of workers to send to the different localities. All of this, and much more must be the subject of careful study. As a result of this study, I think we shall find that there will be the necessity for establishing at the best vantage points federal employment centers under government supervision. To be effective, there must be one central office; a thorough and up-to-date exchange of information; a thorough registry system; means of ascertaining that the demands for labor are genuine, and that the terms of the contract are not misrepresented; and an efficient system for getting large groups of workers under way at short notice. Such a federal system has many advantages. It can coöperate with other countries, and in this way influence the immigrants before they leave; it can secure reductions in transportation; it can facilitate the work in the various states which a private organization incorporated in only one state cannot; it can work directly with such a department as is proposed at Ellis Island. Only a national system can be a nonpartisan bureau; a medium of exchange without participation in any of the labor or political upheavals. Such a system will help to break up the contract labor evils. A central bureau on the New York side close to the people and connected with half a hundred over the United States

which would be in touch with it daily, would, I believe, be effective. A group of state free employment agencies in the middle Western states have formed such a coöperative system with good results. But this problem is not a state problem alone; it is not a racial problem alone, as Mr. Waldman has already intimated. It is a problem of national distribution. The time is coming when private agencies which rob and defraud and misdirect men, and strand them in places where there are no jobs, and who have irresponsible methods, and who do all of this in order to get a fee in return for a man's willingness to work and support his family, will be supplanted by a government system which will think too highly of the producing power of its citizens to intrust the work of finding employment to these private enterprises. And the public-spirited agencies and the philanthropic and religious organizations can help the government in this work of distribution by pointing the way, and, by their close relation to the people, they can make these central bureaus effective. And I will urge that now is the time for our government to make its study, and find at what points and in what way such a system would work.

MR. TUCKER: This conference is noted for its inquisitiveness. Part of our business is to ask questions in order that we may get at facts to help us in forming conclusions. The questions that I want to ask are based on two experiences in my own life, one as a colonist, and the other as an officer of an organization dealing with the dependent families of the city of New York.

I understood that the fundamental proposition of Commander Booth's paper was that the farm colony was a cure for dependency. As I listened to the reading of the paper it took me back some twenty years when as a young man, representing perhaps an atom of waste labor of this city and somewhat liberally provided with somebody else's waste capital, I followed Horace Greeley's advice, went West and traveled to the waste land of North Dakota. As the reader went on with his description of the beautiful farm land and its rivers, products, etc., I could almost imagine that he was reading from a Northern Pacific land folder of 1882, or perhaps one of those famous real estate advertisements published in the "Fargo Daily Argus," and written by Colonel

Morton, the poet of the Red River Valley; but when I remember how many who were attracted to that country by these vivid descriptions of its possibilities fell by the wayside, when I recall the struggles that they went through, how many failed and left, it brought me back to my second experience as the officer of a society dealing with dependent families in the city of New York. I take it that the families which Commander Booth's paper described were such families as we know in the city of New York as dependent families; and if my supposition be correct—looking around at this audience, I see many who are dealing with just such families—I am sure that they would like to hear the history step by step, of two or three families removed from the city of New York, the conditions that existed in those families at the time of removal, what the surroundings of those families were in those farm colonies, what it cost to remove them, what it cost to aid them while they were struggling to independence. If we can have from Brigadier Lamb one or two family histories of that kind, some of the fundamental facts by which these families, through this assistance, have risen from dependence in New York to independence in the farm colony, then I think we may be in a position to reach a conclusion as to whether the independence achieved is real or whether we have that condition described by Prof. Loeb as existing in the Holland farm colonies, a condition of practical paternalism where the superior people with the superior resources are, in effect, supporting the incompetent, and the independence is more fictitious than real.

DR. DEVINE: About nine years ago, when this plan of agricultural colonies was first under discussion in the Salvation Army, I had the opportunity to participate in a discussion in this building, which was opened by Commander Booth Tucker. Commander Booth Tucker was extremely sanguine as to what would be accomplished in farm colonies. I had to express my very considerable skepticism in regard to the value of agricultural colonies as a cure for dependency. I have watched with the greatest interest the progress of these colonies. I have talked with the officers of the Army, and have had an entirely open mind, ready to be convinced that it was a cure; for certainly any one

who is dealing with dependency itself, cannot but welcome with the greatest heartiness, any plan which really offers a radical cure. I am compelled to express the opinion that what has been done by the Salvation Army in the intervening period, is demonstrating the correctness of the position which I took at that time, and absolutely demonstrating the incorrectness of the position taken by the Commander of the Salvation Army. I regret it is so. The impression formed upon my mind is precisely that which has been expressed by Prof. Loeb. It seems to me that little more can be said.

I hope the Brigadier will tell us whether the absolute cost which Prof. Loeb figured out for one colony, is the average cost for all. I wonder whether with \$4,000 for each family, or as Prof. Loeb figures it \$3,000, when the male head of the family is living, when he is able to meet a physical test, when he is able to supply information that his moral character is all right—whether, I say, when a family in which the male wage-earner is living, has physically sound health, and a good moral character, you would not be able to accomplish with that \$3,500 or \$4,000 a great deal towards making that family self-supporting and independent in a great many other ways than may occur to you. But I learn that the point which I wish to discuss is that in which Prof. Loeb himself takes the other position. I am as skeptical as he is in regard to the colony as a cure for dependency. I am also skeptical, as he is not, in regard to the agricultural colony as a cure for congestion. I am convinced that the strong economic tendencies which are lessening the proportion of our population that is engaged in farming and increasing the proportion that is devoted to industrial enterprise cannot be reversed by any such process of establishing agricultural colonies. I am familiar with the conditions of agriculture in the state of Iowa, one of the most typical agricultural states we have in the country, and I understand why the population of Iowa has diminished in the past five years instead of increased. It is because of the fact that through improvements in machinery and through the various other improvements that have been made in methods of agriculture, it takes a smaller proportion of our population to produce the raw materials of food than it used to; and it is abso-

lutely setting our faces against the progress of the nation and against irresistible economic forces to think we can take a very considerable number of people from our industrial centers and settle them successfully and continuously upon farms. I have too much respect—having lived upon a farm, not simply a year or two, but having been born and brought up on a farm—I have too much respect for the qualities it takes to make a successful farmer, to believe you can make such a success from a man who is a broken-down failure in the city. It is not possible to do it. If you take really waste labor and put it on really waste land, the result will not be an industrial producer, but to produce a candidate for an insane asylum, the almshouse or the graveyard.

MR. ALMY, of Buffalo: I have been greatly interested in this discussion. It turns on fundamental distinctions between the value of artificial plans for work or reformation and individual natural plans.

At the National Conference of Charities in Portland, Maine, I ventured to express disapproval of the workrooms that are a part of many charity organization societies. It seems to me that the employment in such workrooms is like the precollected aid represented in a relief fund. A large relief fund is a lazy and dangerous resource compared with finding separate relief from a separate giver for each separate family. In Buffalo, instead of a workroom we seek to find a separate job for each separate man and when we succeed the success is greater because a man has been placed naturally in the industrial community instead of in artificial employment. We want individual case work, and I think these artificial plans where a colony is formed in which men live will never permanently succeed. With a little more effort in the first place a man can be put in a condition where he can stand alone. If in the Salvation Army land colonies three generations sometimes continue to live there, it is like the case where a man is merely given a support to cling to after he has fallen into the water. He should be taken out of the water, and the support, if necessary at all, should be only temporary.

In the George Junior Republic children stumble and fall and get up again like natural children in the world outside. I do not believe that these artificial colonies will ever yield the results that

come through more patient separate case work by placing individual families, at large first cost perhaps, and large first effort, in natural conditions where they can go on by themselves.

REV. WILLIAM J. NICHOLS: Those who have taken part in the discussion seem to me not to have recognized sufficiently the service that may be rendered by farm colonies in relieving the distress existing in cities.

Though the farm colony is not a panacea for dependency, if it helps in diminishing dependency it is to be welcomed. I do not believe there is any single remedy for dependency, but many methods are helpful, and I am disposed to believe the farm colony serves a useful purpose.

There are many cases of suffering for which the only remedy is removal to the country. The farm colony tends to encourage such removal. It calls the attention of some of those who are unsuccessful in the city, to the possibilities of comfortable living afforded in the country.

It is a fact that a family knowing how to do agricultural work can make a living in the country, but this fact is not generally known. If I were out of employment I should betake myself to the country immediately, and I know that I could support my family there. I have lived in a small New England town, and I have seen how comfortably and happily the people live. It is a mistake to represent that the intellectual life in the country is stagnant. I found more people in the small country town interested in reading the best books than in the large city in which I afterwards lived.

It is doubtless true that many of the city poor are not qualified for work in the country, but many are capable of adapting themselves to it, and the farm colony may furnish the opportunity.

REV. J. W. EARNSHAW: This is to me the most interesting matter to come before the Conference. I have come three hundred miles to attend this Conference, and there is nothing in the program that has for me the attractive importance of this subject. I am a representative of the rural districts, and would speak of the life and conditions of life with which I am familiar. Yet I cannot but indorse, in the main, the negative positions taken in this discussion with regard to agricultural colonization as a

remedy for dependence and the congestion of population in the urban centers. The experiments reported with such hopeful confidence do not seem to promise any solution of the problems to which they are being applied, nor to point by practical feasibility to anything in scale with the evils they would remedy. I think, sir, that our hope in this matter lies in such measures as those suggested by yourself, and still further unfolded and emphasized by Prof. Loeb, for bettering the conditions of life and promoting progress in the arts of life in the rural districts. The practical suggestions made were excellent, and I cannot see that they can be improved upon. Yet what seems to me the vital and determinative thing in all this matter does not seem to have been presented with the emphasis and insistence its importance demands—that is, the cutting off of this evil at its source in the excessive and unbalanced movement of population, under various motives, from the rural districts to the urban centers. Until this tendency is checked and a healthy and balanced interchange established, no remedial measures will avail. But here it is: You, ladies and gentlemen, are thinking upon these questions, with wise heads and warm hearts, but entirely from the point of view of the congested city. I do not believe that the voice of the country is heard enough in these conventions. And this is my plea. It is the voice, not of one crying in the wilderness, but of the wilderness crying in the city, and imploring the statesman, the economist, the philanthropist—all who are seeking to advance civilization on the best lines—to consider the problems which life in the rural districts presents.

In order to promote a healthy and balanced interchange between the country and the city there must be something like a balance of attractive consideration and inducement. But civilization has not shed its blessings on the country, as it has on the city. The largest amelioration of the conditions of life comes, of course, where men are thickest, that is inevitable under rigid economic laws. And it is undoubtedly a much more difficult thing to spread them over the extended areas, scattered homes and small communities of the rural districts than to give them effect among the denser city populations. The great philanthropists also have taken up urban problems and have helped, and are

helping, in their solution; but they have not taken the problems relating to the country into consideration as yet. All this seems to proceed in strict accordance with economic law. The need of city populations is more impressive, urgent, and insistent, and beneficence can work thereupon on a larger scale and in a readier way. But when we get a larger-visioned social science we shall see things differently.

In the county of Lewis, where my home is, and where I have tried to do what I could for social amelioration, farming is a remunerative occupation. Some fifteen years ago two brothers came from England and purchased a large farm in that county, and they were able, from what it yielded to their industry to pay off their obligation and improve their property at the rate of a thousand dollars a year, and now are well-to-do people. Eight years ago a young man, with no means save what he had made as a hired farmhand, bought a Lewis county farm for \$4,800. He could pay thereupon only one hundred dollars, and had to go still further into debt for stock and equipment; yet that young man has paid off the obligation and improved his property at the rate of about eight hundred dollars a year, and is now progressing towards wealth. There is in that county a community of German Baptists, occupying mostly adjacent farms, and they are, to a man, prosperous people. These are but illustrations of prevalent facts. Yet in that very county in the recent settlement of an estate, eight farms were sold, and they sold for considerably less than the price of the buildings. What does this mean? It means that the drift from the country to the city which is congesting the city is also wasting the country. It means that life in the rural districts is found to be hard and uninteresting, and intolerable in the dreariness of its dull monotony. Of course, it is well that some should leave the farm for other modes of life. There must be freedom and enterprise and interchange; but, alas, the tide of tendency sets all one way and knows no returning ebb.

I have nothing in particular to suggest, but simply call attention to the facts. It is, however, the dearest wish my heart has known for this long time now that the thought of the statesman, the economist, the philanthropist—all who are warm of heart

and wise of head—might be directed to the amelioration of the conditions of rural life by the putting about it the benignities and advantages of civilization in corresponding measure to the enjoyment thereof by our urban populations.

BRIGADIER LAMB: I am afraid the figures that have been quoted are rather misleading, and yet I am frank to confess they are not what we feel they will be in the continued work of the colony. To say that \$4,000 is used to establish a family is surely misleading, especially when you remember that in twelve years the colonists are to return the amount loaned them—a purely business loan with interest. I do not mean that it is necessarily \$4,000, though at the moment I cannot give you the exact figures. The family is given \$300 if necessary. They are also given a cow, if they cannot buy one. If required, they are given a horse. The larger amount is in the valuation of the land. The \$300 goes toward the erection of the house from the stone that is on the premises; but in the land itself lies the larger investment. An encouraging percentage of our Colorado colonists are making their payments most satisfactorily and are returning their loans. They are paying them off at this hopeful rate:—Of the entire loan of \$96,461.40, there has been returned in six years \$41,573.44, thus leaving for the remaining six years an amount of \$54,887.96, which with six years of experiments and experience, makes the outlook most cheering; for the land is now tillable and a thousand lessons are gained which will guide all the future.

Of course, if \$3,500 must actually be used to put a family on a farm, we would have to say the scheme is a failure and there is no longer any plea to be made for it, but that is not the correct interpretation. The \$300 is loaned them, the land is valued at a certain amount, all of which must be paid in regular instalments. We said in the beginning of this experiment that we must not put this land too high, and so the Army bore certain expenses which the payments made during the past six years have suggested; if we had put the price of the land higher it could all have been paid back and this initial loss referred to would not have occurred to the Army; which, of course, as I have said, has been only the introductory, experimental stage of a great enterprise. Present acquaintance with the possibilities of the colo-

nists assures us that those mistakes need never be repeated, but that with longer time the colonists might easily repay a larger amount for the land.

I would like to have you bear in mind that Mr. Rider Haggard went to these colonies, stayed upon them, interviewed all the various types of people found there, and then out of that full knowledge of affairs he comes back and makes his statement, which I think puts him in a peculiarly favorable position to reach very wise conclusions; especially when he was representing the British Government and knew that if he should make an incorrect report or suggest unwise methods, it would be a serious reflection upon him, as an agriculturist as well as a man of philanthropic and public interests. His report has most reasonably been totally unbiased. His report in "The Poor and the Land," published by Longman, deals most fully with the facts.

A MEMBER: I would like to ask a question of the Brigadier. It is with reference to the selection of candidates for colonists. I want to know, for example, how many of these men taken from Chicago were already in comfortable circumstances. I think very few have been taken from New York. A man of whom I know, a carpenter from Chicago, I am informed, was already successful in that city; and when my good friend, Colonel Holland, was remonstrated with for citing this man as an instance of success, it is said he replied: "It is quite true this man was able to support himself, but by removing him we make room for somebody else to take his place." Of course on that hypothesis the removal of Mr. Astor from New York to London makes way for everybody else.

BRIGADIER LAMB: That would be a very just criticism, except as we have frankly stated that we have taken a few persons—only three or four—into the colony, who would be an example of energy, of industrial efficiency, and so be a guide to others who are less trained and less capable; but of course that has not been the class of families regularly selected.

There was one other thing, about the climate which was referred to jestingly. I think it is hardly fair to compare our report of the climate with something written by people who

are trying to advertise its lands for their own profit. Colorado has a wonderful climate and has proved itself to be such to thousands of residents. I have a comrade who went there with very weak lungs; we all thought he was dying, yet he is living on long after we thought he would be gone, and promises to live to ninety, or something approaching that. So, therefore, the climate eulogy is neither a farce nor a fable. The simple facts are that the colonists work, and pay, and stay, and their land has increased in value, while all the adjoining lands of the neighboring farmers have also risen in value, largely attributed to the fact that our colony has created a thriving center of business in their village. The truth is that the colonies are far from being a failure and the future is full of encouragement. We cannot but be even more successful in the years to come because the lessons that we have learned through the experiments we have made have taught us what is to be avoided, and what principles and methods are safe for the future. Further, we are cheered, because we believe that the hand of our God has been, and continues to be, upon us in it all for good.

The president then announced the appointment of the following committees:

COMMITTEE ON RESOLUTIONS.

Edmond J. Butler, Chairman.....	New York
Joseph P. Byers	New York
Solomon Lowenstein	New York

COMMITTEE ON ORGANIZATION.

Dr. Lee K. Frankel, Chairman.....	New York
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COMMITTEE ON TIME AND PLACE.

Mrs. William W. Armstrong, Chairman.....	Rochester
Mrs. August Falker.....	Syracuse
James H. Loomis.....	Attica
John F. FitzGerald, M. D.....	New York
Michael J. Scanlan	New York

The conference then adjourned to 2:30 p. m.

THIRD SESSION.

Wednesday afternoon November 15, 1905.

THE PRESIDENT: We will now listen to the report of the Committee on the Sick and Mentally Defective, by the Chairman, Dr. William Mabon, President State Commission in Lunacy, Albany, N. Y.

DR. MABON: I will have to make the general statement that was made this morning, that I have written for suggestion to the members of the committee, and in most instances have received no reply; hence the report presents my own opinions more than the recommendations of the other members of the committee.

REPORT OF THE COMMITTEE ON THE SICK AND MENTALLY
DEFECTIVE.

It will not be possible in the brief time allotted to each session of this Conference to take more than a passing glance at the different features of the work in which the members of this section are engaged.

The most important development of the year affecting the system of management of the State hospitals for the insane was the passage of the Allds-Fish bill modifying the provisions of the Brackett bill of 1902. It will be remembered that the earlier legislation substituted boards of visitors, having nominal duties, for boards of managers, and further centralized the responsibility for the management of the State hospitals in the State Commission in Lunacy. While the supporters of the legislation of 1905 did not indicate any bad results of the legislation of 1902, the legislature saw fit to restore to a considerable extent the system, which had prevailed between 1893 and 1902, of local boards of managers, leaving unchanged the financial control of the institutions which, since the earlier date, had vested in the State Commission in Lunacy. A wise provision of the later legislation is that the members of the State Commission in Lunacy shall annually meet the managers of the State hospitals in conference. A series of these conferences just completed, and covering the whole State outside the metropolitan district, has developed the

fact that the newly appointed managers are devoting themselves to the great charity intrusted to their care with fidelity, intelligence and efficiency.

It is a pleasure to state that the Commission in Lunacy hopes soon to be able, with funds on hand, to provide for every insane man or woman requiring it, scientific care and treatment by highly trained and skillful hospital physicians. By the perfection of the State hospital training schools, these unfortunates are provided competent and careful nursing. A marked enlargement of the open-door system in the State hospitals has been brought about. A legislative appropriation of \$300,000 has been obtained to establish in the city of New York a reception hospital for 200 cases of acute insanity or suspected insanity, which, when fully equipped, will contain every facility for the most minute study and treatment of every phase of mental disorder.

It is strongly urged that small municipalities establish in connection with general hospitals, reception or observation pavilions for persons showing symptoms of mental disorder, which, however, have not sufficiently progressed to render commitment to a State hospital necessary or desirable.

One of the most interesting and successful experiments in this direction is the well-equipped pavilion for this special class of cases established in connection with the large hospital at Albany. This pavilion, in charge of a highly trained alienist, is doing excellent work, not only in restoring patients suffering from brain disturbances to their friends after a few weeks detention, but is materially lessening the commitments of patients of this class to the hospital in the district in which Albany is situated.

Special provision for the insane suffering from pulmonary tuberculosis has been made in the erection of somewhat extensive sun pavilions designed to accommodate one hundred patients each at two of the State hospitals. At certain of the hospitals small, inexpensive detached wooden pavilions are being constructed for this class of cases, which may serve to meet every requisite in the line of segregation and treatment.

Most satisfactory results have already followed this scheme of separation. Taken in connection with the system of tent life

which is now and for some time has been followed on Ward's Island in the city of New York, and to a limited extent at the Willard State Hospital, it is believed that the statistics of the near future will show a marked decrease in the death rate of this class of patients.

Another feature of special provision now being carried to completion consists in small isolation buildings on the grounds of the respective hospitals in which cases of infectious or contagious diseases receive care appropriate to their condition.

An experiment begun a year or two ago near Rochester of a farm colony located on the shores of Lake Ontario, a few miles distant from the Rochester State Hospital, at which parties of twenty-five patients from this hospital sojourn from ten days to two weeks at a time during the summer season continues in successful operation.

And this naturally leads to the subject of occupation, one of the most important curative agents used by the medical officers of our hospitals. The two largest farms which differ widely in type and fertility, viz.: those at Central Islip and Willard, give occupation to hundreds of patients in every kind of farm work, gardening and fruit growing, in grading of grounds, etc., with most excellent results in the improved health of all patients thus engaged. Indeed, Dr. Smith, of the Central Islip State Hospital, whose patients come from the crowded East Side of New York, reports that the transition from the sedentary occupations followed in the congested districts, to the bracing outdoor work assigned them has brought about some striking results.

A change for the better may be recorded in the system which has recently been adopted whereby candidates for positions in the State hospital service are examined by a committee of State hospital superintendents appointed by the State Civil Service Commission. Very material results are expected from this change.

The work of the medical inspector, which supplements that of the President of the Commission in Lunacy, particularly with reference to the inspection of the private institutions, continues to be an important feature of the Commission's supervisory work.

Striking results in economy and facility of management have already followed the amalgamation of the two divisions of the Manhattan State Hospital on Ward's Island, as provided by the amended statute of 1905. Doctor Dent, who is now in full charge of this institution, is making great efforts to bring the hospital to the very forefront.

The results of treatment during the past year in the State hospitals for the insane have been quite satisfactory. The recovery rate has increased, 1,429 patients having been cured, and, in addition, 1,271 patients sufficiently improved by treatment to enable them to return to the care of their friends.

It may be proper at this time to say that, with the impetus afforded by the provision of funds to establish the reception hospital in the city of New York for two hundred patients, the State Commission in Lunacy next proposes to urge upon the Legislature, at its forthcoming session, the desirability of providing special appropriations for the construction of small acute hospitals, accommodating from sixty to eighty patients each, in connection with such of the existing State hospitals as are not at the present time properly equipped for the care of acute cases. The absolute necessity of providing every possible facility for the cure of curable patients, not to mention the true economy of such procedure must be apparent to all. The wage-earner must, if possible, be restored to his family; he must have medication, adequate nursing, rest in quiet sunlit rooms, massage, proper diet, diversion and an intelligent well-directed effort to divert his mind from every vexing or harassing condition. All this involves a large outlay, but of its wisdom there can be no doubt. The chief difficulty in erecting appropriate buildings of this class lies in the present statutory restrictions of five hundred and fifty dollars per capita for buildings and equipment. This will not suffice for buildings for the acute and curable. Probably a thousand dollars per capita will be required under plans which have already been prepared under the direction of the Commission by the State Architect. Delay in recommending the construction of these buildings has resulted from the belief of the Commission that the comfortable housing of all of the insane was of first importance. With appropriations already in hand,

however, accommodations for custodial care of all the insane will be provided, and special attention may then be given to the important feature of the acute class.

Additional provision for the insane during the past year has not progressed as rapidly as was expected, although funds have been provided and continuous effort put forth to hurry contractors in their work. The net additions were provided by the opening of the buildings of the Rochester State Hospital for 750 patients; at the Binghamton State Hospital for 100 patients of the tubercular class; at the Buffalo State Hospital for 50 patients by the construction of a nurses' home, permitting the removal of the nurses thereto, and the consequent provision of space upon the wards for patients; at the Gowanda State Hospital of 30 beds by a similar construction, and at the Manhattan State Hospital by the construction of inexpensive pavilions of 102 beds.

Work has been begun on large additions to the Binghamton and Middletown State Hospitals, which will provide additional accommodations for 530 patients of the chronic class at each of these institutions; at the Hudson River State Hospital and St. Lawrence State Hospital, respectively, 100 patients of the tubercular class will soon be accommodated; at Central Islip, by the provision of a dining room extension and the use of the present dining room space as dormitories, additional accommodations for 200 patients will be made. A building formerly occupied as a chapel will also be used to accommodate 50 additional patients at this hospital. A nurses' home at Kings Park for 300 nurses will be available within the next sixty days, releasing accommodations for that number of patients in the wards of the hospital. On Ward's Island changes in the chapel and amusement hall, designed to accommodate 175 patients, will soon be in progress. In the near future, also, the remodeling of the administration buildings at those hospitals where residences have been erected for the medical superintendents and staffs, will provide accommodations for 500 patients. By changes in dormitory and dining room space additional accommodations will, at small expense, be provided at Middletown, Kings Park and Central Islip to accommodate nearly 500 patients.

A notable feature of the statistics of the year which has just closed is, that the net increase in the number of the insane is smaller than at any time during the past decade, amounting to 501 patients against an average of 708 for each of the ten years last past.

Under the terms of the lease existing between the county of New York and the State, certain of the buildings heretofore comprising the Long Island State Hospital at Flatbush have reverted to the county authorities. This reduces the accommodations provided at this hospital by 400 beds. The patients formerly occupying the buildings referred to have been transferred to other institutions. By an exchange between the city and State, the main buildings of the Long Island State Hospital revert to the State, which in turn waives its right to the occupancy of the buildings erected at State expense on Randall's Island, which have heretofore been occupied largely as a correctional institution.

While another year has passed leaving unsolved many of the problems involved in the care and cure of the mentally afflicted, definite indications are not wanting that the increasing efforts of students of the subject, particularly in our State, will, in the not distant future, bear most important fruit. The prevention of insanity and kindred mental ailments is everywhere engaging the most earnest thought of alienists.

It is fitting that New York as the pioneer in providing exclusive State care for her dependent insane should supplement this system—the one we believe best designed to bring about the restoration of disordered minds to their normal status—with the most perfectly equipped laboratory for the scientific study of pathological mental conditions to be found in this country.

For nine years past the State Commission in Lunacy has, with the funds provided by the Legislature, supervised the prosecution of these studies, which are now in charge of a capable corps of well-trained specialists under the general direction of Dr. Adolf Meyer. The most satisfactory results have followed the plan adopted by the Commission a few years ago of having the physicians connected with the State hospital service receive special instruction at the Institute, which is now located on Ward's

Island. Dr. Meyer has directed classes of these physicians at the Institute each year, and has supplemented this most valuable work by visiting each of the institutions at a later date to examine on the ground as to the practical application of his suggestions. Quarterly conferences are held, as required by the Legislature of 1905, with the Commission, at which papers upon practical medical topics, and those relating to administration and treatment are submitted and discussed.

A gratifying extension of the system of paroling patients to the care of their friends before entire recovery, is noted in reports from the State hospitals. Although the prevailing congestion is but slightly relieved by these paroles the beneficial effects of the change from institutional to home life is often found in individual cases to be as great as that resulting from the initial change from home life to institutional life.

The establishment of a system of convalescent homes at which the recovery of patients which has already set in in institutions may be confirmed, is worthy of serious consideration.

The State Commission in Lunacy which, since 1896, has been required by statute to regulate the wages of State hospital employees has been relieved of this duty by the Legislature, which in so doing provided an increase averaging twenty-five per cent. in their compensation. It is hoped that by means of this increased allowance a still higher grade of nurses can be obtained, especially in the hospitals of the metropolitan district.

Outside of the dependent insane the provision for the imbeciles and idiots continues insufficient. The attention of the Legislature has annually been called to this unfortunate condition which has now existed since 1902. The Syracuse State Institution for Feeble-Minded Children, the State Custodial Asylum for Feeble-Minded Women at Newark and the Rome State Custodial Asylum continue overcrowded. The congestion in the first-named instance has resulted in the transfer of inmates at times to private institutions for orphans. This association with normal children cannot fail to have an injurious effect upon the latter. Furthermore, in these institutions the transferred children fail to receive the care or training appropriate for their condition. It is also to be deplored that adult patients to the number of

some one hundred and fifty have been domiciled in this institution designed for the training of defective children.

The State Custodial Asylum for Feeble-Minded Women is also crowded to its utmost capacity, while there remain in the county almshouses 207 women of child-bearing age whose transfer to this institution is imperatively demanded as a measure of protection to themselves.

The provision for transfers from one institution to another, made by the Legislature at its last session, remains a nullity by reason of the prevailing overcrowding at all the institutions.

Considerable progress has been shown during the past year in the improvement of accommodations and care of the sick in many of the cities of the State. Considering in the order of their population the cities where important progress is evident, it is found that both in hospitals and in private homes disease is being treated with increasing efficiency and more and more in accordance to the dictates of modern science.

In Buffalo recent years have shown marked advance in the registration of cases of pulmonary tuberculosis, and the Health Department has exhibited increased activity in the regulating of sanitary conditions in tenement houses.

The medical staff of the Erie County Hospital has recently initiated a movement to secure better results in the care of motherless babies now received at this hospital, by boarding them in family homes. At this institution a new home for fifty nurses has been completed during the year.

In Rochester important additions have been made at the Rochester City Hospital, St. Mary's Hospital, The Homeopathic Hospital and the Hahnemann Hospital, affording increased facilities for the care of maternity cases, nervous cases and sick children.

Monroe County, in which the city of Rochester is situated, is about to open a county hospital for one hundred and fifty patients. During the year the city has appropriated money for the care of tubercular cases, accommodating them at the Municipal Hospital, and the Rochester Public Health Association, which initiated a plan of special care for such cases and paid the running expenses of the hospital at the outset, now employs a visit-

ing nurse for cases of this disease treated at home. The same association has established during the year a dispensary for the treatment of the teeth, eyes, ear, nose and throat. Medical inspection of the public schools and school children, at the city's expense, was begun this autumn.

In Syracuse additions have recently been made, or are now in process of construction at the Hospital of the Good Shepherd, the Homeopathic Hospital and the Hospital for Women and Children. The Hospital Association formed a few years ago by the hospitals of the city, is doing valuable work, and the Academy of Medicine has recently been particularly active. The Academy is now trying to organize the work for the control of tuberculosis, and is interested in endeavoring to secure a good milk supply for the city, having already accomplished much in the direction of securing proper oversight of farms and the testing and certifying of the milk. The Academy assisted the Board of Health in stamping out an epidemic of scarlet fever, which was getting beyond the control of the department.

The Onondaga County Hospital, which receives most of its patients from the city of Syracuse, has been provided with increased facilities for the care of tubercular cases, including glass inclosed porches provided with suitable porch furniture and a comfortable pavilion for the accommodation of men patients, some twenty in number.

In Troy an effort is being made by public-spirited citizens to secure better accommodations for tubercular cases at the County almshouse and hospital.

In Utica the General Hospital, owned and controlled by the city, has been provided with a commodious pavilion for the care of contagious diseases, a need which has long been felt by the poor people of the city.

The four private hospitals, with a combined capacity of about two hundred patients, has received an important addition to their number through the new hospital for St. Luke's Organization, with a capacity of seventy-five beds. This very expensively constructed and completely equipped building is the gift of two public-spirited citizens of Utica. For a city of its size Utica is very fully equipped with charitable institutions, so much so that

it has been said among Uticans that one-half of the population are in institutions and the other half are working as hard as they can to support those in institutions.

The fast growing city of Yonkers shows great improvement in the administration of the Board of Health. During the past summer two nurses have been employed for ten weeks each, in addition to the regular woman sanitary inspector, to give special attention to the care of sick babies, while the nurse employed at the hospital for contagious diseases when not occupied visits patients isolated in their homes and teaches them to care for themselves. The Board has instituted a better registration of tubercular cases.

A sanitary league was formed in the early part of the year with a special view to assisting in the campaign against tuberculosis. A dispensary is about to be opened, and the establishment of a sanitarium is being considered. It is expected that a visiting nurse will be secured in connection with this work. Extensive courses of lectures are being planned for various centers. The league interests itself also in the water supply for Yonkers.

Among the private hospitals, St. John's opened a large annex about two years ago, and the Homeopathic Hospital and Maternity has planned for a new building with a surgical ward, isolating room and two small medical wards.

The fine new building of the Hospital Association of Schenectady, known as the Ellis Hospital, is nearing completion. This is the only general hospital in this rapidly growing city of 60,000 inhabitants. While provided with only sixty beds at the outset, the buildings are so arranged as to permit the construction of additional pavilions as the service demands, and a plot of sufficient size was secured for the site to allow for future expansion. A new building for use as a nurses' home is the gift of the president of the board of managers.

In addition to the above, better accommodation for the sick has been provided in connection with the county almshouses of the following counties: Broome, Chautauqua, Genesee, Livingston, Madison, Orange, Orleans, Otsego and Putnam. Among the private hospitals in cities of less than 50,000 inhabitants important improvements and additions have been made.

At Corning and Little Falls entirely new hospital buildings have been constructed, six hospitals located at Dunkirk, Watertown, Nyack, Rome, Cooperstown and Jamestown have built extensive additions or auxiliary buildings, including three nurses' homes, two hospital buildings and one isolated building. Altogether there has been an addition of over eighty beds at eighteen different institutions. Additional facilities and equipment for modern scientific treatment have been provided at hospitals in Elmira, Auburn, Oneonta, Cohoes, Matteawan, Hornell, Cooperstown and Jamestown. At least twelve hospitals have improved their facilities for protection against fire, but in at least seven more these facilities are markedly deficient.

One of the finest small hospitals in the State in construction and equipment, is said to be the new Frederick Ferris Thompson Hospital at Canandaigua, which was opened for the reception of patients a year ago. This little hospital of forty beds contains public wards, private wards and rooms, a maternity ward, a children's ward and a pavilion for contagious diseases, and also maintains an ambulance service.

The hospitals, like the other charities of the State, show plainly the increased tendency of wealthy and public-spirited citizens to make their fellow-citizens the beneficiaries of their generosity. Nowadays a year seldom passes without exhibiting several instances of private philanthropy in this field of public service. It has even happened in recent years, as in Saratoga county, that a citizen has made his gift directly to the county or the city, so that it has become a part of the public charity of the locality. This tendency on the part of men and women of large means is one of the most hopeful signs of the times.

During the past eight years new hospital corporations have been approved by the State Board of Charities, as follows: The Malone Hospital Association, Malone, N. Y.; Palmer Hospital Corporation, Mamaroneck, N. Y.; Washington Heights Hospital, New York City; St. Joachim's Hospital, Watertown, N. Y.; The Philanthropin Hospital in the City of New York; the Eastern Long Island Hospital Association, Greenpoint, N. Y.; Italian Hospital, New York City, and the King's Daughters' Hospital of Lestershire, N. Y.

Since the fifth New York State Conference of Charities and Correction, the improvements in the departments of Bellevue and Allied Hospitals and of Public Charities comprise chiefly the crystallization of long-deferred plans for new buildings and new institutions, with some progress in actual construction of buildings for which contracts in most instances were awarded prior to the last Conference, rather than the completion of any hospital structure worthy of special notice, or the accomplishment of any notable advance in administration.

Of actual construction, the addition of a new wing to Gouverneur Hospital with reconstruction of the old building is well advanced; the new Harlem Hospital is nearing completion, and its service buildings are being erected with an appropriation of \$213,000; while the notable group of buildings composing the new Fordham Hospital is being completed in the Bronx near the botanical and zoological gardens.

Of permanent buildings, the Department of Charities has opened a stable at Cumberland Street Hospital; a reception building at the City Hospital, and the North and East wings at the New York City Training School for Nurses, constituting the tale of completed structures, while an isolation pavilion at Kings County Hospital is under way; also a power house at City Hospital.

But other improvements of real magnitude are substantially assured, though their conversion from blueprints to brick and mortar is long delayed.

The Board of Estimate and Apportionment, with the concurrent action of the Board of Aldermen, and the approval of the Mayor, has appropriated \$800,000 for the new Bellevue. The contract for building pavilions A and B of the new hospital has been awarded, but the execution of the contract has been delayed by a contest of the contractors as to which should be considered the lowest bidder.

The Department of Public Charities will build at an early day, it is hoped, a much-needed dormitory for the wretchedly housed male employees at the Metropolitan Hospital, a similar dormitory for female helpers at City Hospital, a new reception and convalescent hospital at Coney Island, and one at East New York.

Money is in hand for all of these. \$800,000 is already available to start the great sanitarium for the tuberculous, on a splendid site upon Staten Island looking toward the Atlantic Ocean. Here 800 beds will be provided, and the sum of \$2,500,000 is to be expended.

In Orange county the Board of Health has, after its long fight, secured a site for its camp for tuberculous patients, where many will be saved to activity it is hoped, by good food and air in the early stages of the disease.

The position of General Medical Superintendent of Bellevue and Allied Hospitals has been established, and filled after an open competitive examination. This is an important event, following as it does the vacancy of a year in the superintendency.

Probably the most important administrative improvement in either department has been the removal, to the tuberculosis infirmary on Blackwell's Island, of many tuberculous patients in the general wards of Kings County Hospital, leaving for use by children the building formerly occupied by tuberculous men. Some also were sent to Staten Island, where a new tuberculosis sanitarium, with about 100 beds, has been opened during 1905 by St. Vincent's Hospital, which has also recently completed and occupied a new wing built, adjoining its general hospital, on Eleventh street, New York City, adding 200 beds to its capacity there.

In East 143rd street, New York, 400 beds have been provided for in the new Hospital of St. Francis, to which an addition with 200 more beds can be provided when needed.

New construction to provide beds for about 35 private patients is under way at St. Luke's Hospital.

The Jewish Hospital in Brooklyn with a capacity of about two hundred beds is just opening, and additions are being made at the German Hospital of Brooklyn and St. Mary's Hospital, which will provide for about sixty more patients.

THE CHAIRMAN: The next matter is the presentation of a paper "The Care of the Sick Outside of Institutions," by Dr. Bertha A. Rosenfeld.

THE CARE OF THE SICK OUTSIDE OF INSTITUTIONS.

I have been asked to write about the care of the sick outside of institutions. My paper speaks of the care of the insane, a very important part of the sick, for insanity is sickness. "Its victims are entitled to the same consideration as the bodily sick or injured," is a sentence I have read in an interesting medical report. It says its victims are bodily sick or injured. The mind is normal only while its physical basis is strong. If the mind be abnormal, we may presume there is also some physical abnormality, even though not always evident; for pathologists have not yet demonstrated with regard to all mental affections.

To cure the diseased mind, one cannot give too much attention to the body, whose strength even when apparently sound, has some impairment when mental balance has been lost. Care can never be given efficiently or scientifically to all when large numbers are being dealt with under one administration, for the needs of the individual must constantly give way to the urgent needs of the many. So our State institutions for the insane, of which we are so justly proud, prove but a makeshift because there is not money enough to care for the poor in any other way.

There will not be time to deal fully with the ideal presentation of this subject, so I will just touch upon it. I hope to see the day when there will exist many homes for invalids where voluntary cases of mental disease will be received; also a widely distributed number of regularly licensed houses for those cases which require commitment. In each of these I want a comparatively small number. I expect to accomplish much good work by utilizing religious orders for the care of the insane. In the Catholic church there are trained organizations of men and women who work for the love of God and their neighbor, and who send their members to all parts of the world. By starting the first model houses on a solid foundation with religious attendants in charge, no charitable plan for the suffering will be too bold to attempt. This is a matter of history.

In the meanwhile, let us try to deplete the ever-growing supply of mental invalids to the big institutions. Let us prevent many acute cases from becoming chronic by giving them real care from the first. It would be deemed inhuman were a typhoid fever or

pneumonia patient obliged to wait two or three days for a legal process before skilled treatment could be given; the same would be the opinion regarding a surgical case. Yet in mental disease there does occur this often fatal delay of necessary care. It is an evil resulting from the legal measures required to prevent any unjust commitment. This protection for the many works injury to some.

How can we remedy this cruelty to so many in great suffering? In Germany every university town has its psychopathic hospital. All crowded city districts should have these special hospitals for the treatment of acute cases of insanity. Our New York State Commission in Lunacy has taken active measures to establish two in Greater New York. There should also be mental wards in the general hospitals.

Mental patients are entitled to the consideration of a general hospital. To those in whom has developed delirium and consequent irresponsibility, a general hospital should be open just as surely as to a critical surgical or medical case. The longer a disease goes unchecked, the less power remains in a patient's own system to throw it off. In very many cases of mental illness, fear is an element of the disease itself, and this makes the physician's work more difficult. One of the first steps in the curative process is to establish confidence in the patient's mind. Confidence helps to quiet the nervous system, which is a dominant influence in resisting disease. This quieting of the nervous system is accomplished more quickly in a familiar environment with a well-known physician in attendance. Where will these be found? In a hospital near the patient's own home.

The consideration of environment is of great importance in the treatment of mental disease, for a consciousness of surroundings is very often most keen among the insane. How many of you have ever seen a ward of excited insane patients? Do you remember your fear and horror? Had you been ill at the time, would you have escaped an injurious effect? Yet it is almost a daily occurrence for a sufferer with a sensitive and disordered imagination to be cast into the midst of sights which it often takes years to drive out of the memory of an absolutely healthy mind. If we fully realize the conditions, the only rest from the

thought of them is in work to make widespread measures for their relief.

All authorities on insanity agree that more is accomplished by means of moral treatment or appeal to the mind than by any form of medication. The foundation of success in treatment of the insane is sympathetic relations, and these can be brought about only by careful study of the individual cases. Any one who has made this careful study of many cases must reach the conclusion that cheerful companionship will be a very forcible appeal to many a diseased mind. This is the tonic treatment administered by a friend of mine, a woman who has received the insane into her home for the past twenty years. She can accommodate about eight individuals, and usually has some sane boarders in the house as well. The location is a small town where at first the neighbors looked on critically. Now they aid by supplying the required cheerful and varied companionship when told there is a patient who will profit by seeing them. One woman cured in this home for invalids is especially worthy of mention, as she was pronounced incurable in two institutions. The husband had little hope when he brought her to this third place, as she was over sixty. At the end of five months he was able to take her home, and now they both return occasionally to show the continued good health resulting from the benefit of individual care. In the institutions, forced feeding had been considered necessary, as refusal to eat was a somewhat discouraging feature of the disease. In the home for invalids it sometimes took two hours to persuade the sufferer to take a glass of milk, but patient persistence won the day, with the resultant cure. This would not have been likely in a big institution.

Where small numbers are cared for the motor restlessness characteristic of active mental disturbance may be permitted to some extent, and this will be beneficial to the individual patient. To restrain a harmless physical activity will breed resistance in the patient, and may result in undue violence on the part of the attendants. This is not only an outrage upon the patient, but it is also in direct opposition to the process of cure.

The fear already in a patient's disordered mind is often intensified by the sights he witnesses when put in a large institution

for the insane, no matter how kind may be its executive management. It is impossible to estimate the number of cures prevented by this aggravation of the diseased condition as a result of the very surroundings which are supposed to cure. If the needs of the individual be protected, many acute cases of so-called insanity may prove no more serious than a prolonged delirium, and much useless suffering will be prevented, not only for them, but also for those whose disease is chronic or incurable. A number of chronic cases may recover even after years of illness, but it is less likely if they are lost sight of amongst hundreds of others.

Some of the opinions suggested in this paper are fully confirmed by the three annual reports of "Pavilion F" in the Albany Hospital. In this hospital, Pavilion F deals with mental cases, coming directly, or developing in the other wards. The reports have been written by the attending specialist, Dr. Montgomery Mosher, to whom is due this most intelligent step in the care of the insane. For what is care of the sick? Evidently that which hastens permanent cure. Dr. Mosher's reports show that real care of the insane is given in the Albany Hospital district, the opportunity for such being near at hand. I fully agree with his published opinion that there can be no greater charity than that which promotes the recovery from acute attacks of mental disorder.

Within the fortnight I have been asked where to send a case of acute mental disease. It is a woman who cannot pay for care. The physician in attendance claims that injury would be done by sending her to one of the big institutions. It is urgent that the invalid be cared for suitably, or the result will be prolonged and perhaps permanent illness, for speedy treatment is of paramount importance in cases of acute insanity.

I can but deplore the fact that we have no State provision for these borderland cases, nor for those among the poor, who have recovered so far that removal from institutional care would be of great benefit, and yet who are not quite ready for absolute discharge. This need is filled in Massachusetts by the boarding-out system in homes near the hospital and under supervision of the hospital physicians. This has likewise been the method employed to relieve the crowded asylums in Berlin since 1888.

Scotland has also had splendid results from this boarding of the insane in families. In Belgium and France the colony plan has worked much good, and thus have been established in all these places those sympathetic relations between the insane and their caretakers which is the foundation of success in their cure.

The increasing numbers of the incurable insane is undoubtedly due to lack of care in the beginning. It also seems as if all research in mental disease at this time is centered in the laboratory. The microscopical analysis of the brain of a dead patient is of less value since the living in many hospitals may not even enjoy rest at night, because of the screams and cries of their afflicted fellow-patients. I cannot forget the facial emaciation of a man whom I saw in a well-known private institution where I spent some days to observe methods employed. The resident physician himself told me that what I saw was caused by weeks of unrest due to a continued noisy spell of a nearby patient. The condition was all the more pitiable because the institution was receiving only patients who could pay, and the grounds were spacious enough to have all the scattered buildings required to give comfort to each class of patients.

This is essentially the age of prophylaxis. This principle should be applied to the care of the insane. Germany sets an example well for us to follow. Besides having a psychopathic hospital in every university town, there is in Munich a new psychiatric clinic which we have reason to believe fulfills to the greatest degree anywhere existent the essential conditions and requirements of a modern hospital for the insane. These requirements I give in the words of Dr. Stewart Paton, of Johns Hopkins University, as expressed in his forthcoming treatise on the treatment of mental disease:

1. Ease of access. The institution should be near to or within the limits of a city.
2. A limited capacity, in order that every individual patient may be made the subject of special study.
3. Perfect construction, equipment and organization, in order that a thorough and energetic treatment can be undertaken for all patients for whom there is hope of recovery.
4. A relatively large staff of physicians and nurses.
5. Ample provision not only for the teaching of students, but also for the prosecution of

postgraduate investigations and research in clinical psychiatry, psycho-pathology, and in anatomy and pathology of the nervous system. 6. The ready admission of patients and their prompt transference, when necessary, to other more appropriate institutions, and provision for outdoor and voluntary patients.

I cannot close without congratulating the administration of our public hospitals for the insane upon the fact that many of these institutions employ more than the one resident woman physician required by law. The private institutions, as a rule, overlook the fact that great suffering is often added to that already existing in the mind of an insane woman if a man physician be in attendance. This is one more plea for my subject, for were these women patients outside of institutions, those physicians whom the individuals needed would be employed, and the result would be care of the sick.

THE CHAIRMAN: Before proceeding with the regular order, the President of the State Commission in Lunacy desires to make a statement supplementary to the report.

DR. MABON: In the discussion of the paper of Dr. Rosenfeld, I hope that Dr. McMahon and others who are expected to discuss the subject, will also bear in mind the sick outside of institutions, nursing and matters of that kind, which it seems to me might very well be discussed at this session.

THE CHAIRMAN: The discussion will be opened by Rev. D. J. McMahon, D. D.

DR. MCMAHON: I have taken the liberty, instead of opening the discussion from the paper that was read, to branch off from the subject somewhat, and I will read a paper on that subject.

CARE OF THE SICK IN THEIR HOMES.

I assume that the duty of one who is appointed to discuss a paper is to broaden out the main subject of the paper and, while presenting its main features in another light by criticism or development, to give a larger view if need be to the whole subject.

We are in this Conference in order to get ideas, and thus enlarge the scope, deepen the interest, or improve the methods in our beneficent work. The subject of the paper on the care of the insane sick will be of interest to all of us and must needs awaken

our attention to those poor afflicted souls. Their care must, however, be left to specialists, and if we can in any way by our action here, help to bring light so that the treatment may be more speedily and effectually curative, we will have done very much.

Even though nothing more than to have the paper read in this Conference should be accomplished, we will have shown to the caretakers that our hearts are with them in their dreary life and our minds are endeavoring to bring more speedy solution to the saving of their charges and that our sympathy and gratitude are ever theirs in their self-sacrificing, depressing duty. They care for our brothers and sisters whom we are forced to banish from our midst in the hope that their darkness may be riven by the light of reason and they be again returned among the reasonable beings with looks above as becomes man.

"Os homini sublime dedit coelumque tueri jussit et crectos ad sidera tollere vultus."

They need the care of specially trained nurses who will bring about their cure.

From them, however, I see beyond to a larger army claiming the care of nurses. In our Greater New York there are probably one thousand persons every year who enter the region of mental aberration, but there is another host many hundred fold larger that needs the nurses' care in order to speedily join their fellow-man in solving the economic problems of life.

Is there not for our sick among the poor and middle class a necessity for some sympathetic plan of nursing in times of sickness? Twenty-five per cent. of poverty is due to sickness, we are told by those who have made study thereof, and we might even swell the percentage by adding the time lost because of weakness and inability to work as a result of sickness. But the figure is large enough, and if we can by any measure reduce it, such is our bounden duty.

Bordering on the realm of charity and entering into that of pure business comes the question of relieving the middle class from the monetary depletion reaching to misery and the physical weakness which the absence of careful nursing brings in their trail.

The number of the seriously sick in this city annually cannot be accurately determined as there is no direct means of finding the number of patients which each physician may have in his private practice. We can, however, obtain an approximate number in the following roundabout way. All physicians report to the Health Board only the contagious diseases, and among the 57,000 of these recorded in the year 1904, in the Boroughs of Manhattan and the Bronx, there were 9,000 deaths (16%). This figure (16%) is considered high enough to act as the death ratio for all kinds of serious cases. It is the figure settled upon by one who has given most attention to the subject. From this basis, then, the number of deaths in 1904 in the Boroughs of Manhattan and the Bronx, 50,000 nearly (48,743), would mean about 300,000 cases of serious or death-dealing sickness. To this should be added as many more for the different ills that do not come under the head of death-dealing sickness but which incapacitate the patients for a period,—such as surgical cases and medical troubles which will make them more or less dependent upon others. Hence, this would show annually about 600,000 persons who need the attentive care of physician and nurse. Of these only one-fourth are in hospitals, leaving 450,000 in homes. This number is not exaggerated, large as it seems, as we can arrive at the conclusion through other reasoning on a fair basis of inference. From the different hospitals there were reported last year about 12,000 deaths in the two boroughs, and the mean proportion of deaths to patients is one to thirteen—(thus, in New York Hospital it is 1 to 20; in St. Francis, 1 to 12, and in Bellevue, 1 to 11). The reason of the high rate in these last two is owing to three causes,—accident cases, the low vitality from over-work and other causes, and finally lateness of application for medical care because of unwillingness to give up their wage-earning occupation or home care. Assuming this figure of thirteen patients in hospital to one death (derived from comparison of five general hospitals) we have from 12,000 deaths the number of 150,000 patients in the hospitals. The hospital deaths were only one-fourth of the whole number in the two boroughs as given above, nearly 50,000, so that the number of sick and dying outside, i. e., in their homes, would be three times as many as in the hospitals,

and other things being equal, there would then be 450,000 patients outside who have been as sick as those obtaining hospital treatment. This figure can be easily stretched to the 500,000 when we consider that people will use every means to prevent going to hospital.

This number of 500,000 sick in their homes is far below Dr. Osler's statement that eighteen-twentieths of the sick are attended in their own homes, although the death rate outside of hospital shows only three-fourths or fifteen-twentieths of the whole. In other words, the hospitals have but one-tenth of the sickness, but one-fourth of the deaths. There is nine times as much sickness in the homes as in the hospitals, according to him. We have figured on three times as much only.

It is impossible, therefore, that all cases could be cared for in the hospitals since with this small proportion (even only one-fourth) of all the sick they are crowded. It follows also that if the city provides for those poor who are in the hospitals, should not some notice be taken of this vast army (500,000) who prefer their own surroundings? It is not outdoor poor relief that is sought, but a supervision so that a good many might be saved from death and a larger number from debility through life because of the want of proper care and attention during sickness. The usual stay in a hospital as figured from the data of several hospitals is over ten days, and this means fully two weeks of nursing.

For our purposes these sick patients may be divided into the rich people, whose full care can be obtained; the poor people who can do little more than depend upon the visits of the dispensary or charitable physician and kind neighbors, except a nurse from some charitable society occasionally calls; and the third or middle class, whose means are scarcely able to stand the drain which sickness of any length brings upon it.

When there is so much pain and strain, it would seem the bounden duty of our civilized communities to take the stride forward which is here open before us. It is that of regular systematic nursing of the sick poor. We have our dispensaries and our charitable physicians who give time to the poor, but more is needed in the way of nursing so that health and strength may

soon be regained. In this city, the district nurses in the Charity Organization Society, the Nurses' Settlement, the nurses of various hospitals, the four Catholic Sisterhoods with fifty sisters, and others are engaged somewhat in this field, and doing noble work. The Assumption Sisters deserve a special remark. But what are they among so many? They are not sufficient to cope properly and economically with the sick in their homes. There are many cases where the attention of a nurse is constantly required, but in many others a daily visit would suffice because of the family help, and in many cases compensation, even if inadequate, could be established so that self-respect would be maintained.

"Could men see a commercial advantage in eradicating some special disease," says Dr. Langfeld, "they would soon take such measures as are at once adopted when a preventable disease attacks cattle or sheep or threatens a great industry; and surely people have a commercial value to the State, far in excess of cattle and sheep." The saying of the Pagan Plantus "*Homo homini ignoto lupus est*" (Man is a wolf towards his unknown neighbor) has been changed, and Christianity opened with Terence's "*Homo sum, nihil humani a me adlienum puto*" (Nothing human is foreign to me). So that pain, sorrow in the individual, stagnation in the economic value, not to speak of the sympathy and feeling which sickness creates, demand that we do what we can to better our fellow-man and make progress for the human family. See what has been done in the recent past by determined action resulting from a systematic study! In fifteen years the death rate of tuberculosis has been reduced forty per cent., which means an annual reduction of 6,000 deaths in the Greater New York. Diphtheria, by means of antitoxin, has caused sixty per cent less deaths, meaning 2,500 lives saved annually. The various methods of child-saving have reduced the deaths of children under five years of age over 20,000 yearly.

In the establishment of the school nurses there has been great advantage, not only to the education by better school attendance, but to the health of the children. The statistics of the Health Department from September, 1902, to September, 1903, show that ninety-eight per cent. of the children previously excluded from school for medical reasons were retained in their classrooms

since the advent of the trained nurses in the schools. (Report of Miss L. L. Rogers, Supervising Nurse.)

Over forty nurses are now engaged in this work, and we may expect a great saving in health and strength therefrom.

"Hospitals are Godsend," says Miss Fulmer of Chicago Nursing Institution, "to the people of certain classes, and, in answer to the question—do they not give better and more adequate service than outside—the answer is yes, to the people who do not need teaching; but to the poor there is only one place to instruct and preach the law of health, and that is in their own surroundings."

We are constantly crying that the true home element is the basis of morality; and so this system of visiting-nursing deals with the less fortunate in their own homes and teaches the responsibility of one member of the family to the other, helps to engender deeper affection and renew confidences, while giving practical lessons in cleanliness and care of the home.

It is likened to a large outdoor hospital in which the city districts are the wards and is more beneficial, since it teaches the patient and his friends what should be done in their home life for the benefit of health, such as sanitation, cooking, fresh air and cleanliness, particularly among children. By such means can much future sickness and debility be prevented.

This nursing of the sick in their homes, though only twenty years established in our land, has a long history. "Care of the sick in their homes," says Prof. Henderson, "has been the business of the religious orders for centuries. Piazza, in his work on Charity, published in 1679, gives full details of its history in Italy. It was after reading this work and seeing the later developments of charity in Italy that Voltaire said "Modern Rome has almost as many houses of charity as Ancient Rome had of triumphal arches and other monuments of conquest." The "Confraternity of the Twelve Apostles" was established in Rome on November 16, 1564, for the care of sick poor in different parts of the city. Nurses were sent to the sick twice a week, and gave them the aid required. In 1854, the last public document of the Papal power on this matter divided the city into twelve sections, and to each section was assigned a doctor with monthly salary of sixteen crowns, a surgeon at eight crowns, a nurse at five crowns,

and an assistant nurse at two and one-half crowns monthly. This was at the time that English-speaking nurses were first being organized for the Crimea under Florence Nightingale. Germany was the first thereafter to organize the district nursing among the sick poor; thence it came to England, and to America where it has had a growing existence for about twenty years.

There are twenty thousand graduate nurses and eleven thousand pupil nurses in our states. These latter are attached to hospitals. (Statement of Dr. Dennis, of St. Vincent's Hospital.)

In our city, a fair proportion of this number is to be found, and a goodly share would welcome some system by which they could thus help their poor neighbors. If the various organizations now engaged in this charitable endeavor could come together and adopt some plan by which the whole field could be covered it would be of inestimable advantage to the poor and middle class. The services in some direction would be entirely free, but in others a charge might be made. So, too, some might be specialized for the 12,000 reported cases of tuberculosis in Manhattan, from which disease 4,500 deaths occurred last year. It is a system that will bring sickness more speedily to an end, and make the return to wage-earning and comfort more quickly. It will ease the pain of the sufferer, give confidence and consolation to the members of the family, bring about more wholesome living among the people, and strength and energy to the future citizens of our city.

With care of the sick in their homes, arranged and planned on a rational basis, there would come the caring for some during their convalescence in other surroundings, but this would not be so great and imperative a demand if the home can be made what it should be through the repeated visits of the systematic nurse.

This subject has not, as yet, received the attention of our conferences, but it is one that well deserves our attention. Upon us must lie the task of strengthening opinion in this direction.

The nurses can aid, but the appearance of urging their own claims must bid them pause. We have the care of the poor. To our organizations they look in their troubles, and can we not, by voice and pen, urge the adoption of some systematic measure that will smooth the pillow, cool the fever and awake to renewed life the energy of 100,000 sick poor in our keeping?

THE CHAIRMAN: The subject of Dr. Rosenfeld's paper is now open for general discussion.

DR. MABON: If Miss Wald is here, I would be very glad, and I think we would all be very glad, to hear from her on this very important topic.

MISS LILLIAN D. WALD, of New York City: I am profoundly interested in this subject, the general care of sick people in their own homes. I feel that it would have been a great pleasure to have been able to discuss intelligently the Doctor's paper on the care of the insane in their homes, but, as I could not, I am very much like the man whom we have heard of out West, who, when the silver question was rife, was present at a gathering where one man, unknown to his neighbors, had died and was brought in; no one knew anything about him, and they looked about for a clergyman to say a few words. The friends sat around, the clergyman did not arrive, and finally one man rose and said: "Is there anyone here who knows the dear departed, and will say a few words?" And one man rose and said: "I don't know the dear departed, but as you are all gathered here, I would like to say a few words on the silver question." And so I don't know very much, as I have not had enough experience in the care of the insane, not enough to be able to say anything of value on that subject; but I would like to dwell with very strong, serious and deep concern on the thoughtful care of the sick in their homes.

The possibilities of caring for the sick poor and for those of small means in their own homes have not been developed proportionately with the development of hospitals. Perhaps the rapid growth of the hospitals has overshadowed or retarded the other.

I have long felt that the home nursing deserved to be considered by communities in a large way, as a legitimate branch of the whole care of the public health, and as a logical correlation of the work of the hospital. Moreover, I am convinced that a systematic extension of this service would occasionally relieve the pressure now put upon hospitals for free or low-priced bed space—thus diminishing the problem of overcrowding with its attendant increasing budgets.

In New York City, where land and buildings are so costly, it would be worth while to extend the work of visiting nurses first

as a matter of convenience, even if the actual cost of the service was not greatly less than that of the institutions.

If, on the other hand, the results were not as good for the patient, if he did not recover as well or if his comfort and happiness were less, home nursing ought not to be advocated on grounds of expediency or economy.

But the experience of all visiting nursing work proves that such is not the case, but that many classes of cases do as well, from the medical standpoint, in the home, as in the hospital; while the peace of mind and contentment of the patient are often greater. This being, as I think it will be, generally acknowledged, I would like to suggest some consideration of comparative cost, taking the work of the Nurses' Settlement of this city with 4,500 odd patients in a year, or that of the Visiting Nurses' Association of Chicago, with 6,600 odd patients, and comparing the figures with the cost of the same numbers in hospital.

It is, of course, obvious that the comparison cannot be made with any one hospital, as the home care can substitute for the hospital only in certain classes of cases, not in all classes. But if the entire extent of the free bed accommodation of a large city might be regarded as a whole, from the standpoint of the whole cost to the community, then the cost to the hospitals of a corresponding number of their patients who might be as well cared for in their homes, might be compared with the cost of a visiting nursing service.

Dr. Goldnates, in his article on the "Cost of Modern Hospitals," points out the wastefulness of occupying highly expensive premises with work that could be as well and more cheaply done elsewhere, and remarks: "The prevailing system furnishes high-class hospital service for patients who do not need it, and a waste of capital and labor results." His plea was made for country convalescent branches for city hospitals, as necessary and economical. While warmly supporting him in this, I would like to emphasize the point that the hospital and convalescent home represent the second and third phases in the care of the public health, and that the first phase is in the home. With systematic home care, hospital and convalescent cottage, there is a complete trio which covers the whole ground in a thorough manner.

Impossible though exact comparative statistics would be, an approximate estimate may fairly be reached by considering; first, the parallel expenses of hospital and visiting nurse plant; second, the points of saving possible for the latter; third, the actual cost of running expenses only of a hospital and of a visiting nurse association, the number of patients for each being about the same; and, fourth, some individual cases.

PARALLEL EXPENSES.

Hospital and District Nursing Points of Saving to District.

Plants.

1. Buildings.

2. Furnishings.

3. Food and lodging.

Nurse Associations.

1. At most may include home for nursing staff with board and lodging but may be limited to offices and substations, leaving nursing staff to live where they please. Cost of buildings with heat and light being already provided by family is not an extra cost item to anyone.

2. Necessary furnishings limited to offices or central home with addition of loan supply of appliances for sick room, bedding, linen, etc., for emergencies, also bags with supplies for nurses. The loan supply is only for partial use, as many families supply all and others the greater part of furnishings.

3. The only fixed item is that for nursing staff. May be provided for them or covered in salaries. Extra expense will fall on the family for the patient's food and there may often be some cost to the community under this head.

Plants.

4. Maintenance and repairs.

5. Salaries.

6. Medical care and drugs.

Nurse Associations.

4. Relatively small item of district nursing plant. Must include supplies to replenish nurses' bag, materials for surgical dressings, and an emergency fund for sundry expenses.

5. As the work of nursing is the only branch of service, salaries are limited to a nursing staff and the required attendance, former item including special nurses and the latter scrub and laundry women provided if necessary to patients.

6. Unlike the hospital, the district nursing association does not assume any cost under this head. The family bears this, its heaviest item, or this may be made a charge on the community through a dispensary service or city physicians.

The tables of expenses and work done which follow are those of 1904, of the Visiting Nurses Association, of Chicago, which presents solely the work of nursing—and Cohan selected it for this reason, as in our own work here a great deal of social settlement work is carried on in addition to the nursing, making it impossible to separate items of building, furnishing, maintenance and repairs.

EXPENSES.

Nurses' salaries:

One superintendent, one assist. sup't.,	
seventeen nurses	\$14,746 09
Nurses supplies for patients.....	1,201 55
Nurses' extras	485 15
Nurses' uniforms	590 00
Nurses' carfare	1,855 62
Emergency or special nurses.....	491 50
	<hr/>
	\$19,369 91

Office rent	\$780 00	
Office expenses	163 38	
Office clerks' salary.....	475 00	
Telephone	487 11	
Treasurer's assistant	184 16	
Office filing cases.....	129 74	
Office filing work.....	109 67	
Books for office.....	8 50	
		2,337 56
Loan closet rent and repairs.....	\$33 75	
Stationery and printing.....	568 23	
Postage	140 14	
		742 12
Servants—express—seamstress, sundries, outings for patients and emergent re- lief (\$68.55)	570 27	
		570 27
Total	\$23,019 86	

SERVICES.

Total number of patients.....	6,618
Total number of new patients.....	6,273
Total number carried over from 1903.....	345
Total number of visits made.....	48,036
Total number recovered	2,458
Total number improved	1,314
Total number died	372
Total number sent to hospital.....	559
Tonics given.....	503
Prescriptions filled	220
Doctors sent	688
Garments given	774
Individuals given employment	63
Emergency nurses used	58
Servants used for laundry, scrubbing, etc.....	33
Families given immediate relief.....	83

Linen loaned, including—

Sheets	246
Rubber sheets	36
Pillow slips.....	246
Towels	55
Night dresses	220

Sick room necessities loaned, including—

Wheel chairs.....	25
Air cushions.....	130
Bedpans.	113
Cot beds.	20
Mattresses.	20
Fountain syringes.....	27
Hot water bags.....	26
Ice caps.	21

Surgical appliances furnished, including—

Crutches.	24
Abdominal binders.	1
Elastic stockings.	10

Reported to—

Home for Incurables.....	35
Bureau of Charities.....	347
Relief and Aid.....	51
Board of Health.....	37
Humane Society.	2
Home for Friendless.....	42
Children's Home and Aid.....	5
Champlain Home for Boys.....	1

Against total receipts must be set the sum received in small payments from patients for services of nurses, \$1,241.54. In the "Digest" of hospital reports published by the Association for Improving the Condition of the Poor, among the hospitals having whole numbers of patients most nearly like the whole number of Visiting Nurses' Association, is one of 5,600 odd patients in the year, with running expenses of more than \$56,000 and one of 3,200 odd patients, with running expenses of more than \$127,000. It must here be again emphasized that probably only a small proportion of the actual cases of these hospitals could have been

adequately cared for in their homes. Yet it remains true that such patients in this and in other hospitals as could have been well taken care of at home, averaged as much cost per capita to the hospitals as the more urgent cases.

A comparative estimate of the cost of single patients might be arrived at by considering the figures given in Bellevue Hospital for the cost of care per patient per day—\$1.39. The District nurse will care for, at the very least, six patients a day, to two of whom, we will say, she is making two daily visits. Taking three weeks' stay in hospitals as a fair average, the hospital case will cost, for twenty-one days' care, \$29.19. The district nursing work, taking the figures given as a basis, costs approximately 50 cents a visit, with 18 nurses making 8 visits a day—while some patients have two visits a day, others have one only every other day. An average case, then, being visited for twenty-one days would cost to the Society about \$10.50 including emergent relief as given in the statistics quoted. Even if the patient received a quart of milk and three eggs daily, from some relief fund, the average cost would make the total only \$13 or \$14. If he were unable to pay for physician and medicines the cost of the latter at a dispensary and the time of a free dispensary for a physician would have to be added to the whole cost to the community; but even if he received free medicine the cost, at ten cents a day, would add only \$2.10; and with the nurse making daily reports the physician makes daily visits only in the critical period.

Doctor F. B. Kirkbride, writing in "Charities" of September 16, also makes this point, that the visiting nurse may be utilized as a factor in reducing hospital deficits, but he limits his discussion to the extension of the outpatient department of hospitals, or to the patients who are able to walk to the dispensary, while the chief duty of the visiting nurse is to care for bed patients—acute or chronic or incurable cases, who, without her services, would often have to apply for admission to the wards.

ILLUSTRATIVE CASES TAKEN FROM NURSES' SETTLEMENT WORK.

Mrs. ———, Carcinoma of spine. Family poor—man drinks and is not a good husband or father. Children of seven, nine and twelve years, and older daughter of sixteen, not equal to the whole

care of family. For two months the nurse has made three visits a week and her services are likely to be needed indefinitely. She gives a full bath and rub, remaking bed and keeping a general oversight of family conditions, making it possible for the daughter to care for the family and for the mother. A relief society has given a suitable bed and contributes milk and groceries. The nurse provides a water bag and other appliances and takes eggs and fruit; medical attendance and drugs from a dispensary. Except for the nurse the home would have been broken up and at least the two younger children placed in some institution and the mother in the city hospital. This unhappiness is spared her during her lifetime. Her children are at home and though some relief is needed, the cost to the community is far less than it would be if they were distributed in institutions.

Mr. ————. Youth, typhoid fever. Family of small means employed private doctor who, fearing spread of infection said patient must go to hospital if no nurse could be found. Visiting nurse made two visits daily for a week, giving baths and sponging and alcoholic rubs, applying wet compresses, ice cap, etc.—making bed, disinfecting clothing and stools, at the same time teaching mother and sister, who were intelligent and devoted. They were then able to take all the nursing under the guidance of the nurse and with occasional visits from her. They attended properly to the disinfection and maintained good sanitary conditions. The patient made a good recovery. The family, in addition to all other expenses, paid ten cents a visit for nurse.

Girl of five years.—Burn of trunk, arms and legs, very severe. Family poor, but helped by relatives. Three children, this one the youngest. Private doctor said child would die if not sent to hospital. Parents unwilling and dismissing doctor, called another and a visiting nurse. Second physician ordered treatment which was carried out by the nurse, first making three visits, then two visits, and finally, one visit a day during two months. Child now almost well—having a visit every other day. Physician paid by family but did not need to come every day. Nurse was paid ten cents per visit. No relief from emergency fund or charitable society needed.

Child of two years—pneumonia—parents poor—dispensary physician making occasional calls, and receiving daily reports from nurse. Nurse visited daily for three weeks, two visits a day during critical period, giving baths, applying water treatment ordered, cleansing mouth, making bed, and preparing nourishment, supervising details of sanitation—burning of swab used in cleansing mouth, and instructing family,—also sending daily report of T. P. R. and conditions to doctor by member of family—aid given limited to eggs for milk punch, and fruit. Drugs from dispensary.

MEMORANDUM OF 500 PNEUMONIA CASES.

47 sent to hospitals.

57 died at home—complication usually of infectious diseases or of infected premises (others in family having had scarlet fever, measles, etc.)—or burns or other injuries—or chronic diseases.

396 successfully treated at home and recovered—many afterwards being sent to the country to recuperate.

THE CHAIRMAN: Next on our program is a paper on "The Advantages of Accurate and Coördinated Statistics in Hospital Work," by Dr. Frederick A. Cleveland, Professor of Finance in the School of Commerce, Accounts and Finance, of New York University.

THE ADVANTAGES OF ACCURATE AND COÖRDINATED STATISTICS IN HOSPITAL WORK.

For the purposes of this paper the term "hospital" will be taken to mean an institution devoted to the professional care of the sick and the injured; "hospital work" will be understood to include, (1) services rendered or to be rendered by a particular institution, and (2) services rendered or to be rendered in the community by all institutions giving professional care to those suffering from physical disability.

Statistics are conclusions numerically stated or represented. Accuracy in statistics depends on the use of a method of count and analysis by means of which conclusions numerically stated which are incontrovertible may be arrived at. Both accuracy in numerical statement and ability to coördinate results depend on the bringing together of facts or things that are identical or similar in kind, i. e., on classification. The process of statistical

coördination is one of comparing numerical aggregates as a means of determining relations and for the purpose of intelligent thinking about mixed problems of hospital work and hospital control.

The Advantages of Accurate and Coördinated Statistics in the Work of a Particular Institution.

The value of accurate and well-digested information to a particular institution lies in the fact that those who are responsible for the direction and administration of hospitals are not in personal touch with the varied services and transactions performed or undertaken in the conduct of the institution. A hospital is peculiar in this—that those who contribute the capital or funds by means of which the institution is financed are persons who have no proprietary interest and who may exercise no proprietary control over those intrusted with direction or administration. The hospital corporation is created for the purpose of executing a trust, receiving contributions from those who are interested in the promotion of hospital work, and applying these to the uses for which they are intended. This trusteeship depends for its execution on three classes of agents: (1) The board, or those charged with directive responsibility; (2) officers selected by the board for the purpose of superintending hospital operation and managing the various departments of service; (3) those who are employed by the officers or managers for the purpose of attending to the subordinate details. To be more concrete; the active work of the hospital is carried on by its professional staff, by its ward staff, by its kitchen staff, by its laundry staff, by its stewards, by its housekeepers and caretakers, by its dispensing staff, by its ambulance staff, by its out-patient staff, etc., etc. Although the superintendent and the several heads of staffs are in personal contact with some phase or phases of the work, every department and officer of the institution, and it may be said every employee may be made more efficient and the hospital work may be conducted with greater intelligence by having before him accurate and well-digested statistics showing not only the services rendered by each department in detail, but also the net results obtained; intelligent superintendence requires such a correlation of these results as will enable those responsible for management to exercise the highest discretion which experience and training may qualify

them to use in promoting the purposes for which the institution is organized.

The highest directing responsibility is placed on the board. This is composed of a body of men having practically no contact with the details of operation or with the administration of the several departments. The board, therefore, is absolutely without information which will enable it to exercise intelligent control or to give intelligent direction to administrative heads without a digest of operative and administrative facts accurately compiled and so classified and coördinated that the statistics before it will answer the many questions which come before it calling for deliberative judgment. It is for these several institutional purposes that a clerical staff is maintained.

To point to some of the problems coming before a hospital board that are dependent on accurate and well-digested statistics for solution: A benevolently disposed individual signifies his intention of endowing a free bed in a maternity ward; he waits only to be informed as to what it costs the institution to maintain such a bed. To answer such a question by the board requires that those in official administrative relation keep an accurate count of the cost of such details as the following: The cost of board, the cost of laundry, the cost of housekeeping, the cost of repairs and renewals, general house and property expenses, and general administration of the institution as a whole. Such information accurately compiled is needful as a means of getting at the cost per patient of these several activities. But this is not sufficient; if the hospital is to be fair to itself and to its benefactors it is necessary to know what is the relative cost of maintaining and operating the several different classes of wards. The records should definitely show whether a maternity ward is more or less expensive than a surgical ward, a children's ward, a medical ward, etc., and how much. An accurate count of the several classes of expenses making up the total annual expense of the institution having been made, the board will then be in a position to say whether or not the income from a particular foundation will be sufficient to support a free patient in a maternity bed.

In a particular hospital certain rooms are set aside for private patients. What shall be the rates charged for these rooms? The

theory is that private patients should be taken only at a profit, as a means of assisting in the maintenance of an institution primarily intended for the care of the sick poor. How may it be known whether the rates charged will yield a profit or will be an incumbrance on the original foundation provided by some one who has supplied the means necessary to the establishment of the hospital plant, except that accurate and coördinated statistics be kept for the guidance of the board.

Without personal contact with operative details, the board is held responsible for the conduct of the institution and this responsibility finds expression in the appointment of superintendents and managers. Is the superintendent an efficient head? Is the kitchen run in a wasteful manner? Is the laundry extravagant or destructive? Are provisions purchased with due regard to the welfare of both institutions and patients? Are stocks and materials accounted for by storekeeper or matron? Is it to the advantage of the hospital to have its foods purchased and prepared under the direction of a trained dietitian? Is it to the advantage of the hospital to maintain an ambulance? Are the physicians and nurses wasteful in the use of materials in the wards? These are but a few of the many questions of economy and efficiency in management that may come before the board for determination, and which must be answered before the trustees may be said to have honestly met the responsibilities which they have accepted as trustees for the funds and properties, or as directors of the institution over which they preside. Before any question of economy or efficiency of service may be answered, either by the superintendents and managers on the one hand, or by the board responsible for the character of those appointed to official and managing position, there must be accurate records and well-digested statistics reflecting institutional experience and personal fidelity in the conduct of hospital work.

The Advantage of a Uniform System of Accounting and Reporting to an Individual Hospital.

A uniform system of accounting and reporting does not imply that the books and records of account employed by hospitals and that the reports made by the many institutions conducted for the

purpose of caring for the sick and the injured, shall be of stereotyped form or so inelastic that every allowance may not be made for differences in organization and variety in function. The greatest freedom of scope must be given both to individuality of management and adaptation to separate institutional needs. Uniformity in the sense that the term is here used, means that there shall be a common hospital nomenclature and such a common basis for the classification of data in hospitals that similar conclusions, when reached, shall have a uniform significance and that the results obtained and the reports made by the several hospitals with reference to each department or branch of the service shall be comparable.

The basis for uniformity in classification is found in the similarity of purpose for which hospitals are organized and in the similarity of equipment and of activities necessary to the accomplishment of this purpose. As corporations equipped for the care of the sick and injured, all hospitals have the following activities in common:

- (1) General administration.
- (2) Professional care of patients.
- (3) The preparation of food.
- (4) Laundry service.
- (5) The purchase and care of provisions and supplies.
- (6) Housekeeping.
- (7) The care and maintenance of property.

Certain activities are also undertaken which are not common to all hospitals but which are similar in institutions where they are undertaken. Among these are the following:

- (1) Ambulance service.
- (2) Dispensary service.
- (3) The care of out-patients.
- (4) Pathological examinations and research.
- (5) Training school for nurses, etc.

These common activities and this similarity in kind of occasional services rendered furnish a basis for classification of all of the activities of institutions in such manner that those in position of responsibility, whether as members of boards or as officers and managers may have the benefit of comparative judgment

as between the many institutions whose experience is reflected in records and reports.

Such uniformity implies also that through classification the various differences in hospital organization and in the work undertaken shall be brought out and shown on the face of records and reports which are made the basis for comparison. Are there hospitals devoted entirely to maternity work? Then the experience which is derived from them and the record of results obtained in the treatment of various classes of patients may serve as a standard for judgment for hospitals maintaining a ward service, only one of which is devoted to maternity work. Are there hospitals whose only purpose is to care for the ruptured and the crippled? The experience of such institutions reflected in reports which make this experience comparable and understandable, furnishes an important guide to others doing similar work.

The classification of data should at all times be sufficient to satisfy the administrative and directive purpose of each individual institution; but every institution may learn much from the experience of others. Having this in mind the operative results should be stated in terms of a common language based on a classification which will permit of the broadest coördination of experience. There should be a common understanding as to what is meant by general administration; common thought as to what is included in professional care of patients; it should be definitely known what data is to be collected under expenses of ambulance, under cost of maintaining a pathological laboratory or a training school; there should be some mutual understanding as to what classes of items should be taken into the statistics reflecting the expense of housekeeping, of kitchen and dietary, of laundry, of the steward's department. It should be understood among hospitals what is intended to be counted as general house and property expenses, etc., etc.

For the purpose of suggesting to the hospitals of Greater New York a basis of common understanding and for common representation of hospital facts, a committee was appointed by the conference recently held representing sixty-two hospitals. This committee has submitted its tentative report, hoping thereby to draw out from hospital superintendents and officers an expression

which will lead to common thinking and to coöperative results in matters pertaining to hospital accounting and hospital reporting. As to what the result of this work may be depends, not so much on the suggestions made by the committee as it does on coöperation between hospitals in coming to a common basis for thinking about their own work and their own business. In other words, if such a committee as that appointed by the conference above referred to, may be of any service to the hospitals it will be much of the same kind of service as that rendered by the Interstate Commerce Commission in bringing to the attention of railroads a need for stating their financial and operative statistics in such form that these may be made comparable and that the president and officers of one road may avail themselves of the experience of the many enterprises reported through the agency of the central bureau established by the national government. The result of this work has been to completely reform and recast many of the antiquated accounting and reporting systems employed by railroads.

The Advantages of Accurate and Coördinated Statistics as a Basis for Determining the Hospital Needs and the Hospital Work Done Within a Given Community.

Unfortunate it is, in some respects, for hospital work that there is no central control. But few hospitals are operated or maintained at public expense. The most of them have been organized as a result of religious inspiration or personal philanthropy. Some church or individual may have conceived the notion that the establishment of an institution for the alleviation of human suffering is the best way of expressing religious belief or individual humanitarian impulse. As to the character of institution to be organized and equipped, as to the best location, as to the classes of persons who are most in need, there is little guide except as found in the limited experience of donors.

Adapting physical structure and equipment to the professional or humanitarian use for which the institution is intended, reliance must be upon those who have a comparatively narrow range of experience. There has been little of coöperative effort between institutions and no method employed which would accu-

rately record results in the use of the several classes of structure and equipment. There is no central clearing house for hospital facts. There is no compendium from which the hospitals themselves or persons interested in hospital work may obtain accurate and well-digested information with respect to this important subject of public and private activity, and the records and reports of the many institutions maintained for the care of the sick and for the alleviation of physical suffering have been so far inadequate as to make the preparation of such a compendium difficult.

In conclusion, therefore, it may be stated that accurate and well-coördinated statistics, compiled with respect to the administrative problems of the individual institution, and which have in mind comparison of institutional results as a basis for intelligent judgment, both with respect to the needs of the institution itself and with regard to the needs of the community, are a primary essential to hospital economy and to the direction of humanitarian impulse seeking expression in institutions for the care of the sick.

THE CHAIRMAN: The discussion upon this paper will be opened by Mr. Frank Tucker, Vice-president of the Provident Loan Society, New York City.

MR. TUCKER: It seems to me that no student of the hospital situation can either read or listen to Dr. Cleveland's paper without appreciating the tremendous amount of wisdom that he has condensed into it. It is full of suggestion; in fact, it is so suggestive that the one undertaking to discuss it scarcely knows where to begin. In the short time that is allotted to me I shall endeavor to make a practical application of Dr. Cleveland's philosophy to a situation that exists in this community. That situation is the finances of the so-called private hospitals of the city of New York. Some of you know that our system of hospitals in this city is a complicated affair. It is really paradoxical to speak of it as a system of hospitals; they are, in effect, an unsystematic collection of activities, each pursuing its own ends, its own objects, in its own way, without relation to what its neighbors are doing in similar directions. As Dr. Cleveland has pointed out to you, we have no centralization of hospital energy no centralization of hospital control, no centralization of hospi-

tal purpose, no centralization of hospital effort, which leads to the study of the problem of the care of the sick of the city.

For financial purposes the hospitals of the city may be separated into three groups: Group 1 comprises the city's hospitals, the hospitals supported, maintained and directed by the city through its representatives (and if you will pardon me a moment, I would like to point out the illogicalness of the situation as it relates to the city's own hospitals). Here we have a number of the largest hospitals in the world under three different city departments, typifying two different methods and theories of government. We have the hospitals of the Department of Health, the hospitals of the Department of Charities, the hospitals under the Board of Bellevue and Allied Hospitals. Two represent control by single commissioner, the third represents control by a volunteer board. In group 2 are those hospitals that are supported in part by private contributions and in part by payments from the city, those payments being arranged upon a per diem, per capita basis for the patients committed to those hospitals by the Department of Charities or certified by the Department of Charities. In the third group, the group in which we are particularly interested, and the group to which Dr. Cleveland's philosophy, it seems to me, applies directly, are those hospitals that are maintained entirely by the contributions of private citizens.

As some of you know, the hospitals in this third group are facing a serious financial situation; in comparison with other charitable activities they have comparatively few supporters. They have recently been the subject of attack in one of the great papers of this city; that attack has not died out; that attack is more serious in its object than has yet been expressed. I think I am violating no confidence when I say that within a week I have heard it stated that the object of that attack is to wipe out of existence certain of the great hospitals of this city. We need not comment upon these attacks, but they show the trend of public opinion.

Now, the hospitals that are supported by private contributions are dependent upon public opinion for the money that they get to support their activity; and if public opinion is formed adversely to them—and of course if such attacks are not answered, if the

contrary of the assertions is not proven, public opinion will be molded and formed in a spirit antagonistic to the private hospital activities of this city—they will suffer in their support.

It seems to me that the remedy for the financial situation is to be found only in the education of the public as to the facts of hospital work, as to the statistical facts of the work accomplished, and as to the official facts of the cost of such work; and the very first step in the education of the public as to the facts of hospital work is to induce the private hospital activities of this city to adopt a uniform system of accounting which will enable those interested in the welfare of the hospitals, although perhaps not actively identified with hospital government, to help in molding public opinion into an attitude favorable to the hospitals, into an attitude which will bring financial support to the hospitals. In other words, it seems to me that the financial situation is dependent entirely upon facts of hospital work being published, that after they are published they may be used to educate the public in the hope that that education will result in adequate financial support.

In the absence of any central body, and there seems to be at the present time no basis of cohesion among the hospitals to bring out the facts of hospital work, that work will have to be done by outsiders who are interested in the welfare of hospitals. Dr. Cleveland's contention for a uniform system of statistical and financial accounting for the private hospitals of the city of New York, in its application means that the facts of hospital work must be brought out so that they can be compiled and presented to the public in a way which will mold opinion and induce individuals to contribute to the support of these activities, for it is to the support of the community and not to the public treasury that we must look.

DR. A. S. KAVANAGH, General Superintendent of the Methodist Episcopal Hospital, Brooklyn: As I am profoundly interested in the financial part of this discussion, being identified with one of our hospitals, I would like to ask Mr. Tucker a question. Will you exclude from your third division the hospitals that receive some remuneration from the city for charity patients? I understood that your statement did exclude them, and that they are put

possibly in the second class. As there has been no reference to the hospitals that are receiving somewhat per day from the city, are you considering only the hospitals that refuse to receive such assistance?

MR. TUCKER: No, I meant to include groups 2 and 3. Of course, so far as group 2 is concerned, another question arises in the relation of the individual activities making up group 2 to the city itself; there are special and particular questions involved there—such, for instance, as what should the city pay for a medical case? What should the city pay for a surgical case? There are many of us that believe the sum now paid is totally inadequate to the service performed. Now, if we apply Dr. Cleveland's theory of a uniform system of accounting, that will furnish us with material to determine whether the city is paying an adequate sum, irrespective of all the considerations that remain of taxes, free water rent, etc. No, I had in mind groups 2 and 3.

MR. WALDMAN: I notice that we have present one well qualified to speak on this very interesting paper, and I would ask Dr. C. Irving Fisher, Superintendent of the Presbyterian Hospital, if he will discuss it.

DR. FISHER: I am exceedingly interested in the paper which Dr. Cleveland has given us. As superintendent of one of the so-called private hospitals, I can say no one is more anxious than the trustees and the superintendent of The Presbyterian Hospital that there shall be some uniform method of accounting in our annual reports, that, when we look over such reports, we may know what we are doing as compared with what other people are doing.

I exchange operating statements with another superintendent every month, and while in the operating statement of The Presbyterian Hospital everything is put in and charged up as cost of operation, I find my brother superintendent leaves out several things that we put in. When he says it costs so much a week to take care of a patient, he also says that corporation expenses and special nursing are not included, etc. There is, therefore, an unknown factor in the account, as far as I am concerned, and, consequently, I can not make comparisons.

Each year the trustees of The Presbyterian Hospital are very anxious to know what other hospitals are doing, and how much it is costing them, and as we look over the reports we find that there

are different classifications, and we see certain expenses grouped together, and from these figures is estimated the cost of patients per day or per week. We find that, while a great many thousands of dollars are accounted for in certain items in some of the reports, in other reports some of those items are left out. I am confident that after a while the hospitals will get together in this matter.

I see there have been distributed two pamphlets; one, a report of the committee, presented last spring; the other, a report presented before the Hospital Superintendents' Association of the United States and Canada. That association, of which I am a member, has carried its committee over for another year, and it is hoped that when the association meets next year a complete scheme will be presented.

It is necessary that a pamphlet of explanation should accompany these suggestions, similar to that issued by the railroads, stating what items are to be grouped under certain heads and sub-heads; in the latter part of the pamphlet an indexed group of items, which shall practically cover every item of expense in the institution, whether it be for food, labor, wages, salaries, various kinds of repairs, etc., etc. When the accounts are made up, with such a key, the clerk or whoever has charge of distributing the various bills, will know exactly where to place every item. If we can get such an arrangement and agree to try it, I am sure that we shall all profit. The public, when they look over our reports, will be able to make comparisons and, what is more important, we ourselves will be able to make fair comparisons one with another, and know whether we are accomplishing our work in the most satisfactory and economical way.

I know there are no persons more desirous of reducing the expenses of institutions than the trustees and the superintendent. But, as has been said by those who have already spoken, we are reporting entirely independently and differently and can make no comparisons. For instance, we read in one report that a certain number of days of treatment have been given to patients. One superintendent told me "We record a day's treatment for every patient that comes into our accident ward. We consider it costs just as much to take care of that patient's wound as if he occupied a bed in the ward."

Well, perhaps, that is so, but we are not all reckoning that way, and most of us, when we say the hospital is giving so many days of treatment, mean that the patient has been in bed so many days in the ward of the hospital. We have not considered that a patient who comes into the accident ward with a cut finger was the equivalent in cost and care of a patient who occupies a bed in the ward, with all the necessary attention from the nurse, the diet kitchen, and the laundry and all those things.

It is only necessary for us to get together and agree how we shall group things, and to put the same things in the same groups. Now, it is just as easy to keep books and to present reports in a uniform way, as it is to keep them in other ways which, while correct, are not uniform, and are of no value to anyone but those who know exactly how they are made up.

For several years The Presbyterian Hospital kept its books as most hospitals are doing. Our present treasurer, Mr. W. V. S. Thorne, is a railroad official, and he changed our methods of book-keeping, developing the form which now appears in our annual report, which groups in a simple form the various items of expenditure, comparing one year with another, etc. This form is condensed, and it also permits detail wherever desired.

I hope Dr. Cleveland's paper will be published and get into the hands of every hospital trustee and superintendent, for I am sure it will be a great step in the education needed, and will be an encouragement to us all.

REV. GEORGE S. BAKER, D. D.: I have been very much interested in this document, which I received, with regard to hospital statistics. It seems to me it contains a great many valuable suggestions and I think it is in a large measure practical. But I should say what may not be familiar to all present, that there have been efforts made in this same direction before. For the past twenty-five years the Hospital Saturday and Sunday Association of New York City disbursed the fund which it collects from the public and, as a basis of such distribution, each of the associated hospitals has furnished this association over the signature of its president and treasurer a complete statement of the work done by each institution, its cost, with all the items of income and of expenditure, and this document is annually tabulated

and published. It has not been generally circulated, but it is in existence and will be more generally circulated this year than ever before. So the matter is not an entirely new one to us; but it seems to me the work of your committee and the suggestions of the valuable paper which we have heard is an advance on anything that has heretofore been attempted, and therefore, I heartily welcome it.

I would say in behalf of the Hospital Saturday and Sunday Association, which includes representatives from forty-one of the private hospitals which are now under discussion, that they feel that there is a work in the direction which you have undertaken which falls properly within their province, and I read from the report, which I hold in my hand, which has just been issued, a statement which shows that they have already moved in the very matter which is now under discussion, and we may possibly be in a position to further to quite a degree the objects which are here presented and discussed. Speaking of the collections of the year 1904, the trustees say: "Generous, however, as have been these annual gifts, they have not grown, either in size of individual donations or in total volume, proportionately to the increased service which these private hospitals have been called on to render the public. Many of these institutions are therefore obliged to report a deficiency of income to meet yearly expenses. The introduction of new and more scientific methods of treatment has involved a much larger staff of workers, and a largely increased outlay for hospital equipment and supplies. As an offset to this, surgical operations are more safely performed, the period of convalescence from such operations, as well as from medical diseases, has been materially shortened, and the beds of each institution which aims to do an active hospital service can be used during the year for a much larger number of patients. The trustees of the Hospital Saturday and Sunday Association believe that the time has come for them to offer their services to the managers of the various hospitals of the association to help them toward solving the problem of preserving hospital efficiency, and at the same time reducing, as far as practical, the cost of hospital work. To this end they will endeavor, as far as it meets the wishes and needs of the various institutions, to bring about

during the ensuing year a series of conferences of duly accredited representatives of the hospitals, at which the salaries and wages paid to different classes of employees; the cost in detail of hospital supplies; and the methods of hospital administration and bookkeeping can be compared, so that the experiences of each institution shall serve for the enlightenment of the managers of all."

I would also, in the same connection, say that for many years there was maintained in this city a Hospital Superintendents' Association, not formally organized, but meeting regularly and at stated periods for the purpose of comparing all these different matters which are here under discussion, particularly with regard to methods of hospital administration, the salaries and wages paid employees and the cost of supplies. Dr. Fisher, the honored superintendent of The Presbyterian Hospital, was a member of this association, and I presume he can testify as to the practical value of such conferences. I was for twenty-three years a hospital superintendent in this city and can say that the managers of the institution with which I was connected profited very materially from the reports, which were tabulated and submitted to the trustees at their regular sessions. That was one step, and a valuable step towards the end which is sought to be attained through these tabulated statistics, for whatever economies are to be brought about must come from the responsible managers of each institution.

With regard to the adoption of any ironclad rules for hospital records, I quite agree with Dr. Cleveland in his paper, that that would be quite impossible. I know myself of the great difficulties which I had at first in securing the tabulated statement under which the different hospitals received their share, the methods of work were so different, the methods of bookkeeping were so different, the objects for which the hospital existed were so different, that it was very difficult and practically impossible to secure a common system of bookkeeping. I believe that that difficulty still exists and must necessarily exist; still, I believe there are suggestions in this paper which has been presented which are of the utmost practical value, and many of them might be adopted by many of our institutions with very great benefit, without in-

terfering with the peculiar and special work which each hospital undertakes to do. I therefore hail the publication of this paper with very great pleasure and with confident hope that it may be, as I believe it will be, of very great value to the treasurers of the different institutions and to all to whom these facts will be of interest and importance.

FOURTH SESSION.

Wednesday Evening, November 15, 1905.

THE PRESIDENT: Is there any general business?

HON. WILLIAM R. STEWART: Mr. President, at the opening session of the Conference last evening, you referred in fitting terms to the irreparable loss the people of this State have sustained in the death of Mrs. Lowell. Mrs. Lowell was one of the members of the Provisional Committee of fifty which organized this Conference. She was chairman and member of several of its most important committees. Some action should therefore be taken by this Conference which will find a permanent place in our records, expressing the appreciation in which we all hold Mrs. Lowell. Her invaluable philanthropic work of forty years is known to all of us, and to many of us she was a devoted friend.

I therefore offer the following resolution:

Resolved, That the ex-presidents and president of this Conference be constituted a special committee to frame a minute expressive of our grief at the death of Mrs. Lowell and our sense of the great loss thus sustained by the people of this State.

Resolved, That the minute which this committee may frame shall form part of the record of the proceedings of this Conference, and that a copy of it, suitably engrossed, signed by all the members of this special committee, be sent to Miss Lowell.

My object in presenting the resolutions in this form is to secure, as chairman of this committee, the venerable Dr. William P. Letchworth, of Buffalo, who was the first president of the Conference. Dr. Letchworth is the only surviving member of the State Board of Charities as constituted in 1876, when Governor Tilden appointed Mrs. Lowell a member of that Board. I move the adoption of these resolutions. Under the rules, they must be

sent to the Committee on Resolutions, and I request that they be put by a rising vote.

DR. McMAHON: I desire to express also my great sympathy with the remarks just made by our president and Mr. Stewart, and also to express on behalf of those whom I represent, the Catholic charitable workers, the sorrow they have felt in the death of Mrs. Josephine Shaw Lowell. In these Conferences one of the great works that we have from time to time agitated is improvement in our institutions. Since 1876 there has been nobody, in the best days of philanthropic meetings, that we can look up to with greater feeling of reverence and respect than to Mrs. Josephine Shaw Lowell, because of the wonderful work she did in uplifting the institutions of that day. She, like all reformers, was at times somewhat ridiculed for the work she did, but her work lives after her, it is to her great credit, and will help to send her name down through the centuries. Therefore, I second the motion presented by Mr. Stewart.

THE CHAIRMAN: AS Mr. Stewart has intimated, the resolution will take the usual course and be referred to the Committee on Resolutions, of which Mr. Butler is Chairman, and I trust the committee will take note of this motion and will make a proper report to-morrow.

Is there any further general business? If not, it gives me great pleasure to turn over the conduct of the meeting to the able and competent hands of Mr. William C. Osborn.

HON. WILLIAM CHURCH OSBORN: Mr. President, Ladies and Gentlemen: This Conference this evening is very largely devoted to educational subjects, and it becomes my duty to read the report of the committee, which I do, as follows:

REPORT OF THE COMMITTEE ON DEPENDENT, NEGLECTED AND DELINQUENT CHILDREN.

We devote this report to present methods of reducing delinquency and dependency at their sources as found in the larger centers of population.

The main proposition of the report is that special classes should be had for special children in our public and semi-public schools and in our institutions; that these classes should be small, should

be in charge of a specially selected teacher who will develop the moral qualities and supervise the environment of each child; that manual training should be a fundamental part of the training, and that such training shall be continued after the school age in evening classes approaching the trade school in character.

The charitably disposed are too prone to a fatalistic acceptance of delinquency and defectiveness as part of life's turbid stream. They feel their duty done when they have restrained a child's liberty, and fed him well. They should realize that the school for life is not restraint but development; that the battle against delinquency and defectiveness must be fought out in the mind and character of the child; that the great weapon is not segregation, but the influence of personality, love and training, and that, finally, many children are a burden on the State when they might receive at home the special influences which their special natures need.

The number of dependent children, October 1, 1904, in homes which are in receipt of public money throughout the state was 30,170. Restrictive measures may reduce this total, but a more ample and more permanent result may be had from the extension, improvement and coördination of three agencies now well tried. These are the probation officer, the truant officer and the special industrial class. The class at its best is the curative and productive element of the probationary and truant system, for in it the love and wisdom of the trained teacher, aided by many resources of novelty and interest, can discourage the evil and encourage the good somewhere to be found in nearly every child. This is the best and most modern line of child work, but it still requires much study and, relative to the need for such classes, the number now existing is infinitesimal.

The public is familiar with the preliminary stages of manual training; briefly enumerated, the system comprises cardboard construction, making of objects, designing, simple and decorative drawing, clay modeling, and sewing in all its branches, the colors, simple beadwork and various minor works on which the hand and eye can be trained. These are now a recognized part of the educational system, but systematic manual training usually ends with them. The special industrial class, however, goes much far-

ther, it continues the drawing and designing, and carries on the education of the hand and eye by the use of whittling and making of useful articles with a knife and thin wood. Jig saw work, using simple objects at first and advancing to large objects; carpentry, use of tools and making simple objects of use; first steps in cabinet making; painting, weaving, knot tying, making of hammocks and work with cords, etc.; basketry; the use of raffia over reed, etc.; chair caning, etc.; simple iron work, the making of candle sticks, trays, etc.; cobbling and sewing; cooking, advanced needle work, lamp shades, leather work, pyrography; these subjects will occupy children from ten to fifteen years of age. They rouse interest and improve the faculties to a marked extent, so that children with even this limited training have a distinct advantage in the industrial struggle. However, this aid is not enough for children liable to delinquency or physically defective. Their training should give them some specific knowledge and faculty which they can turn to immediate account. They are neither old enough, nor reliable enough, for the trade schools, but there are several lines in which they can find good positions after one or two years of evening classes. Carpentry can be carried as far as the pupil will go. Forge work offers openings and appeals to many boys. Others will be interested in plumbing and electric wiring. These and other branches of the building trades offer an ample and diversified field of employment for handy boys of sixteen or so.

The subject of agricultural training for boys is now receiving much deserved attention. We consider this a separate subject, little understood and involving so many questions as to need a separate treatment, and we recommend that it be made the subject of the next Conference in this department.

The object of this paper is to study the causes and conditions of delinquency and defectiveness and to suggest methods of diminishing the volume of one and the helplessness of the other. Let us, therefore, now examine the conditions antecedent to delinquency, defectiveness and dependence. The children in institutions in this State number from 28,000 to 30,000 in different years. Many of these are infants not considered in this report.

On October 1, 1904, there were children in 95 out of 106 homes for children, as follows:

Five to ten years of age.....	9,045
Ten to sixteen years of age.....	9,796
Orphans	1,671
Half-orphans	11,156
Parents living.....	8,196

Causes of dependence:

Destitution	10,359
Delinquency	1,870
Improper guardianship.....	1,923
Unknown or not stated.....	7,207

How supported:

By counties.....	2,341
By cities.....	14,133
By parents or relatives	3,251
By the institution.....	1,729

Statistics of other years show that about two-thirds of the parents of dependent children are foreign born, but that nearly ninety per cent. of the children are native born. Boys exceed girls in the proportion of fifty-seven to forty-three. These figures are not exact, but they indicate the general situation. The word "destitution" among the causes probably covers many cases where parents cannot manage their children, and the word "delinquency" covers only children found guilty of some offense, i. e., the proportion of delinquents, truants, etc., is probably larger than it appears.

We must admit that among the causes of delinquency is sometimes a mysterious taint which leads a child under every advantage of circumstances and training to seek the baser way, yet we believe that there are few such children; that most "bad children" are made by ignorance, carelessness or circumstances, and that often a fine nature is led into wrong by excess of energy or spirit without an outlet. If we correctly remember our childhood hours we usually got into mischief when life was uninteresting and satan took advantage of our ennui as often as of our idleness. Now the enjoyments and interests of life for most children are fearfully limited. For ten months a year they are in school five

days a week in large classes subject to strict discipline and confined to a routine of useful but uninteresting subjects; there is almost no room for individuality, no place for interest, and no time for the harassed teacher to study the personality of each child. It is a practical system which fits the average child like a ready-made shoe, but for the exceptions with whom we deal, its virtues are defects. They are repelled by its monotony or deadened by its lack of interest and personal touch. There is no interest for the wild nature and no development for the dull one; all the plants are trimmed alike, and some fail to flower and some dwindle. Without criticizing our public school system in general, we should recognize that it does not fit the exceptional child; in fact, that its tedious wearisomeness is a fecund source of truancy, delinquency and defectiveness.

The instinct for interest through association causes the forming of a "gang." The word is to-day nearly a synonym for wrongdoing, yet the origin of the gang is association for an object, and that object is to have some kind of interest or excitement in life. This is not necessarily a bad object, but we must remember that it is pretty hard to find interest in our streets, and that skating on the thin ice of the law is always ready and always thrilling. The street life is a great source of bad children, but it draws children because it gives interest to their colorless lives.

The street is the alternative to the home and the school, and it is in the failures of the home that the failures of the children begin; a harsh and unreasonable parent or a foolish and weak one is responsible for many a childish dereliction, not to speak of the evil results of parental excesses. There are too many cases where parents deliberately pervert and misrepresent the characters and ages of their children so that they may be relieved of their care during the years their child cannot earn money. There are many cases where the delinquency or deficiency results from lack of proper care at home, such as unsanitary rooms, insufficient food, or the excessive use of stimulants, tea and coffee.

Delinquency sometimes results where a child is deficient in ability to understand particular studies, and is driven into sullenness or wrong doing by the pressure of teachers or fellow pupils who fail to recognize and allow for the defect. While delinquent

children are usually in a sense defective, we assume that the term defective covers especially children of weak minds or of defective bodies, such as cripples, etc. The presence of a weak-minded child in a class is an injury, both because it requires an unfair share of the teachers' attention and because its presence is apt to distract the other scholars. In a large school there are apt to be enough weak-minded or partly defective children to make up a small class by themselves; most of these children are fit to live at home, and many of them gain in mental power as they grow older, if properly trained. It is safe, however, to say that all these children need to be separated from normal children in school and need special training and development. A careful study of a school will show many children not weak-minded but lacking in some specific mental powers to grasp mathematics, languages, writing, etc. Special provision should be made for these.

Many abnormal children are defective in physical strength, such as cripples, or those lacking in eyesight or hearing. In a city like New York, the crippled children are sufficiently numerous to be a class by themselves; their inability to get about, their physical weakness and their appearance, are a serious handicap in the struggle for existence. They are often regarded as a drawback in the family, and they are apt to lead lonely, helpless and embittered lives. Nevertheless, they are usually capable of self-support and find great interest in steady occupation. It is manifest, however, that they need special training of a practical nature to balance in part their physical defects and give them specialized knowledge or faculty which will strengthen them for competition. While there are many special hospitals for cases of this class, their special needs have not until lately been treated by philanthropy on general lines. Yet they appeal for aid as much as do the blind or the deaf and dumb for whom such wonderful efforts have been made.

Having now touched upon some of the causes of delinquency and some of the needs of defectives, we may consider the trend of present-day training expressly developed to meet the problems of delinquency and deficiency.

At the outset we must recognize that for these special cases, special personalities and special methods are needed; that insight,

affection and leadership must test and utilize every resource to reach the mind and quicken the spirit. The normal child may be trained by rule, but the abnormal child must be developed by intuition. When the driving process has broken down, the individual child must be taken individually and led. We cannot overstate the need of personal influence and individual treatment for abnormal children. This is indeed the firing line of child development, and it requires rare qualities. Out of ten teachers tried in the fiery furnace of a truant class perhaps but one will succeed. Let us assume that we have a teacher of the needed personality, we will find that the methods used are calculated to stimulate the interest of the child and to lead it to exert itself from its own volition. The routine of life is varied by a Saturday in a museum or park; on a Monday there are flowers or insects or curios found the day before; the class room is set with pictures; plants are grown from the seed, an aquarium or a live bird rouses interest. The work of the class is exhibited and parents or neighbors are brought in to see it. The mothers are visited socially and take part in evening meetings. In short, every social device is used to interest and arouse the spirit. But the greatest difference from the routine school system should lie in the extensive use of manual training; this is the most efficient means of interesting the wayward and rousing the dull. It is well appreciated now that the proper mixture of manual training sharpens the mind for regular school work. It is not so well recognized that in manual training with school work, under the surroundings sketched above, lies the best corrective for truancy and delinquency. Experience shows that such children turn with instinctive pleasure to concrete physical work with a definite result. A boy who cannot be made to draw for drawing's sake, will draw a box or a chair gladly if he expects to be allowed to make the box from the drawing. The rougher work with the box is lightened by the expectation of varnishing it later on, and the whole work is justified if the boy acquires the box as a result of his labors. In the hands of a skillful teacher, every stage of that box can be made to appeal to some motive and the whole task may become an absorbing interest. For such an end boys will leave the street and attend classes regularly; they will even swallow

homeopathic doses of the three R's. Many of these children suffer from keen nervous irritability. To such the physical outlet of manual work is of high value; the bench, the forge, the vise, the iron, the cobbler's tools and the reeds and canes all occupy the body and tone the nerves while they busy the mind. Here again the quality of the teacher comes in, for it is possible to develop the mind to a high degree in connection with the concrete things of manual training; the preparation of designs, the selection of materials, the consideration of the fitness of the proposed object and the mental concentration of the work, all offer exceptional opportunities for mental development. Such classes can be made to appeal to the child's enjoyment of association and organization; the work of the individuals can be combined into the work of the class and the class itself can be brought into competition with other classes and with other schools. With the older children, a more direct stimulus to work and good habits lies in the opportunities for employment at improved wages that follow on a reasonable degree of special training. In an earlier part of this report, we have suggested as some causes for delinquency, the lack of interest and the desire for excitement. The above outline suggests methods which reach the root of the trouble and supply healthful interest and stimulus to the developing personality.

We cannot leave this branch of our topic without speaking of two results of the methods of small classes, under selected teachers, with manual training as a dominant feature. This system gives the teacher an unrivaled opportunity for improving the moral nature by constant daily contact and the suggestive influence of personality. Again the child who has failed in arithmetic may have uncommon aptitude for weaving or carpentry. At once the damaged morale is restored and the self-esteem rebuilt. Thus often a disheartened and demoralized child regains his position and is rescued from delinquency.

Thus far we have spoken of the reduction of truancy and delinquency by direct appeal to the interest and energy of the child, yet we must perceive that delinquency often springs from home conditions such as we have outlined. Here again the personality of the teacher is all important; for the wise and tactful teacher

soon becomes the friend and adviser of the family; the peculiarities of the child are discussed with the parents, the methods and objects of the classes are made clear, and the burning question of immediate wages versus valuable instruction is fully threshed out. Even matters of food and hygiene are rectified. In these ways the very sources of delinquency are modified. Manifestly these varied and delicate duties, to which may be added the constant search for positions at wages for the older children, make great demands on the teacher. The class, therefore, should be small, not over twenty, preferably twelve or fifteen. The expense of such a class is about \$1,000 a year, exclusive of rooms, etc., i. e., from fifty to eighty dollars a year per child as against fifteen to thirty dollars for the normal child in graded classes of forty to fifty children and against about two hundred for the child confined in a truant school. As an economic proposition it is clearly better to spend extra money in securing special teachers and equipment and employing truant officers in preventing or reducing delinquency than to wait till your delinquent is fully developed and then shut him up for an indefinite term. While each child in a special class may cost an extra \$30 per year, each child saved from the truant school or institution saves an approximate extra \$200 or so.

Every effort possible should be made to retain, improve and stimulate the home as the normal place, even for delinquent children. Here the judicious truant officer can do his best work. The teacher appeals to the will and interest of the pupils and meets the parent as a friend. The truant officer represents the law and speaks with authority; his office calls for good judgment and a very real interest in the children in his district; for with him, as with the teacher, affection and interest will do more than constraint, and firmness and discipline should be more felt than exhibited. The relations of the truant officer and the teacher should be entirely friendly and sympathetic to bring their combined insight and influence to bear on the parents and children. When working in unison they can so control and stimulate a child as to build up habits of industry and instill a desire to excel and a proper personal ambition. Without these qualities, training and dexterity are useless; to develop these qualities should be the object of the officer and the teacher.

The problems raised by defective children are physical rather than moral, though of course both physical and moral defects are often united. The goal should be to enable the defective child whenever possible to take its place in the world as an independent, self-supporting man or woman. The method must be by special training which will give the child skill and intelligence sufficient to offset the handicap of nature. There is no field of work more difficult. The branches of industry open to defectives, no matter how well trained, are few and subject to sharp competition; the defectives cannot always leave home to work, cannot work long hours, cannot work regularly and often lack the quality of "getting on." Those interested in them cannot hope for a larger success than do the physicians who treat them in the hospitals, and expect only a proportion of cures. There is, however, a fair proportion of defective children who can be assisted to become self-supporting and it should be remembered that the time spent in training and developing their powers is not wasted, even if no concrete result is obtained. The classes are often the sole bright spots in the lives of the cripples; shut off from the life of the streets and the solace of work, they come with zest to the bright rooms, the cheerful teachers and the interesting work of school. The need of manual training for crippled children is apparent; time and practice work wonders in developing the secondary muscles of the arm, wrist and fingers; the brain and the muscles coördinate better with each effort, the eye for color and for form improves steadily, the power to design grows with exercise. Thus special physical aptitudes can be developed side by side with ordinary school training so that a child of fourteen or fifteen is fitted to begin a more definite training looking towards special work. So far the problem is easy; the difficulty begins with the special work. The branches open for men, besides positions as clerks, porters and handy men, are cobbling, tailoring, light iron work, weaving, including basket and rug making and caning, leather work, brush making, carving; piece work of all sorts being better suited to their condition. For women there are needle work, artificial flowers, lamp shades and various forms of minor industrial art. The selection of any of these lines must be governed by the liking and special fitness of

the individual. The selection of a specialty should be the result of a personal study of each case. We meet here a great obstacle in the fact that there are no special classes for such children after they reach the age of fourteen, till they can barely acquire a primary education, a certain facility with their hands and an appreciation of forms and colors; from fourteen to eighteen are the years in which steady and coördinated training may produce a permanent result and lay the basis of independence. The crippled and the weak-minded require longer and more special training than the ordinary child; it should be recognized that their education should continue until they have some special equipment which will usually be not earlier than their eighteenth year. To cover that time special classes are needed in which manual training for practical ends shall predominate and of which the last year shall be given to the study of special work with a view to employment. In the case of delinquent boys there is equal need of extending their training for several years beyond the usual period. The steadying influence of a good teacher is of great value in those formative years and the acquisition of a special skill is an offset in the eyes of an employer to their deficiencies of character in other ways. Such children are usually forced into employment when they reach the age of fourteen, but they will gladly continue their manual class work for two or three evenings a week. In a comparatively short time the effect of this extra training shows in increased wages and more steady employment. The evening industrial class for older children also combats street influences by its better social attractions and moral influences. There is a strong movement now to aid parents to maintain the children at home. We wish to note that no form of aid is so satisfactory as the development of a wage-earning capacity in the children. A trained boy of fifteen or sixteen will greatly help the family income.

We have sketched the methods and characteristics of the special class; there remains for consideration the field for its application. We believe that such classes should be attached to each school as part of the organization, so that the children will be differentiated as little as possible from the others. The members of these classes should be picked out, so far as possible, before

their tendencies to delinquency and defectiveness have become marked and fixed. To be tamed, they must be caught young. We do not think it necessary to establish special schools for such children, except where they require commitment. The special school draws only from a restricted area; the children belonging to it are marked and set apart. It is not easy to determine whether a child needs such methods when it must be sent to a special school to find out; but a teacher may easily test a child in a special class, returning it to the regular work when desirable. We believe that the system proposed should be carried beyond the regular school age. Probably the most dangerous period in adolescent life is from fourteen to seventeen; certainly the child we are considering most needs oversight and training in those years. The fact that they go to work at fourteen requires that they shall receive in the evening such further training as they get. The night school should be specially adapted for the industrial training of children from fourteen to seventeen, and the efforts of the probation officers should be devoted to inducing the special class children to continue their work in the night school. The inducements of a social evening with a pleasant teacher, backed by the prospects of better wages, make these volunteer classes popular. This paper is a plea for special industrial classes for children in danger of commitment for delinquency or dependenc; there are, however, on a given date, some 30,000 such children in homes partly maintained by the state, the total number supported during a part or the whole of the year being over 45,000, and it is proper to ask how far the principles of training outlined in this report are in actual use for these children. The report of the State Board of Charities for 1904 speaks thus, page 141: "Of the 23,260 children receiving instruction, 20,070 were attending regular classes in the institutions, 2,622 were attending the public schools, 67 the parochial schools, and 501 were receiving industrial or other training, but not in regularly organized classes. In but 69 of the 124 schools was any kind of industrial training given; in only 18 were manual training classes carried on, and in only ten of them was instruction in any of the trades given."

It is plain from this statement that the educational system of our institutions needs overhauling and that at present it gives practically no care to the development of independence through industrial training. This is an unfortunate condition; for these children are, by reason of their environment, weakened for the struggle which begins when they leave the institution at sixteen. They should, therefore, receive a special training to offset their inexperience in actual life, and to enable them to cope with competition and necessity. The nature of this training has already been outlined; its complete establishment would be a matter of serious expense, yet the result would far more than justify the cost. Since the public is spending such large sums for maintenance, it should spend the extra sums needed for a form of education which tends to relieve it of the care of these dependent children which it cannot otherwise provide for, as amply and as early as now seems possible.

There are in our institutions about 20,000 children of school age who need special training; it is estimated that there are 10,000 exceptionally backward and defective children in the city, and there are doubtless as many more in the State; probably 50,000 would not more than cover the number of children of whom this committee treats. There are sixteen classes for such children in the city schools; the city maintains a truant school for seventy-five boys and is about to establish a school for truants in the country and a special school in Broome street. There are perhaps 1,000 children especially developed in these ways. The Children's Aid Society has always given much attention to manual training and industrial training; it maintains an Industrial Home for girls, and of late years has established twelve classes for truants, defectives and cripples. During the last year it has established classes in carpentry, plumbing, electric wiring and forge work for older children. The schools of the American Female Guardian Society give some instruction in handicrafts. This is all the work now in hand, as part of the general educational system of New York, but there are some excellent special schools and classes. The Hebrew Technical Institute is a nonsectarian free technical and trade school in which poor boys over twelve and one-half years are trained to be skilled

artisans and comprises preparation for trades and the English branches. This is a splendid school. Another Hebrew school is being erected on the corner of 15th street and Second avenue, which is for girls, and gives instruction in millinery, dress-making, embroidery, drawing and all kinds of machine and hand sewing. Then there is the Manhattan Trade School for girls in West Fourteenth street which trains girls in skilled handwork. The Wilson Industrial School for girls at Avenue A and Eighth street maintains classes in English branches, sewing and cooking for girls who live in their own homes. The University Extension Society has developed considerable interest in manual training and elementary trade classes and domestic science. Its function is to coöperate with existing institutions, settlements, clubs and Sunday schools, but it maintains no schools of its own. The St. George's evening trade schools assist boys from eight to seventeen years of age, connected with the church or Sunday school. Its new building on East 16th street is nearly completed. Plumbing, printing, carpentry, mechanical and free hand drawing and metal work for boys are taught.

There are also classes for manual training maintained by boys' clubs, university settlements and church organizations throughout the city. These classes are, however, intended for the better boys and the specific work for the children treated in this report probably does not include over one hundred children not in institutions out of an estimated total of 10,000 of such children.

Compare these facts with the superb provisions for the care of defective and dependent children with the great buildings and farms, the supervision of food and shelter adequate for the housing of 30,000 children. The contrasts between the efforts for the care of the body and for the development of the spirit and mind, are startling and should lead to a great increase in the interest in the subjects of training and education.

THE CHAIRMAN: The next paper is "Atypical Children in the Public Schools," by Dr. Edgar D. Shimer, District Superintendent, Public Schools, New York City.

DR. SHIMER: This report would impress one at first with the simple truth that the president of the Children's Aid Society had all his life long been a teacher. I desire to present to you

as a sort of supplement and continuation of his paper, a paper on atypical children in the public schools of the city of New York.

ATYPICAL CHILDREN IN THE PUBLIC SCHOOLS.

The city of New York, as at present established, came into corporate existence on January 1, 1898, through consolidation by act of the Legislature.

The system for administering the different school agencies of the five consolidated boroughs, and welding them into an harmonious whole, is found in the chapter on education in the city charter adopted by the Legislature in 1897.

Although this charter went out of effect for the city as a whole on December 31, 1901, the chapter on education continued in force until February 3, 1902, when the chapter on education of the revised charter went into effect.

Under the first charter, the city superintendent was authorized to inspect the schools and to report on their condition; under the second, he became chairman of a single board of superintendents in full control.

These preliminary remarks are necessary to place Dr. Maxwell's reports on atypical children in proper perspective.

Under the borough system of administration, and prior to that, sporadic efforts had been made in several schools, in charge of sympathetic principals, to provide a reasonable amount of attention and instruction for abnormal children whose parents had induced the principals to accept them. In the main, however, the authorities refused to assume any responsibility, in view of that portion of the Compulsory Education Law which provides that only such children as are of sound physical and mental condition may be compelled to attend upon instruction.

In December, 1897, upon application of the Associate City Superintendent in charge, the Board of Superintendents of Manhattan (See Journal, p. 1624) considered the establishment in a certain school of an "ungraded" class for the special care of atypical and backward pupils in that school.

After authorization by the Board of Education, the class was formed and a competent instructor placed in charge. But the community soon began to call it the "bad" class, and trouble en-

sued. Thereupon a parents' meeting was called on Thursday afternoon, January 26th, 1898, at which satisfactory explanation was made as to the purpose of the class, viz., to enable the specially bright and the specially slow and backward pupil to adjust himself to the regular course of study and to make the most of himself. The class was called an "advancement" class.

Unfortunately it was made up of the exceptionally alert, eager for rapid promotion, the dull and backward who could not keep pace with a regular class, the defectives who needed chiefly sense and muscular training, the incorrigible who retarded regular class work, and truants. But it accomplished the purpose aimed at. One of these pupils has since been graduated from the City College; three had to be placed in institutions because of their decided moral degeneracy.

Dr. Maxwell's first annual report for the school year ending July 31, 1899, is remarkable for the high stand taken by him with reference to "special schools for defective children."

He cites the action of the School Board of London, March, 1891, in founding "centers" for the instruction of defective children, who formed one per cent. of the school population, not including idiots and imbeciles requiring custodial treatment.

He affirms that the number of physically and mentally defective children who can do only a small portion of the regular school work is very large, but not so large in proportion as is the number in the schools of London.

He claims that the defective or degenerate, left untrained, becomes a burden to himself and his relatives and a menace to society, that such children cannot receive proper training in our large classes, that so long as the State will not rise to its plain duty of preventing the production of such offspring, the interests of the State and of humanity demand that such children should receive that training which will so far as possible neutralize inherited evil tendencies and develop the good seed that otherwise will have fallen among thorns or by the wayside.

He believes that inasmuch as physical hereditary tendencies can be neutralized and often nullified by proper counteracting precautions it must be much more possible to conquer or change inherited predispositions to evil, and insists that it is not an im-

possible task to provide the training suited to each individual case.

He announces his purpose to discover the number of mentally or physically defective children in the schools as reported by the teachers, and declares that it will then be the province of the Board of Education to determine what medical and educational investigation may be necessary to classify these children, and that provision shall be made for the special teaching of these unfortunates.

He recommends finally that in the attempt to solve a problem so extremely delicate no extensive scheme be adopted and that "centers" for the training of defectives be established only under the supervision of principals who evince enthusiasm for the work. There can be no doubt as to his position in this matter. He is thoroughly bent upon the final establishment of district schools for the proper training of defectives "who through no fault of their own are in the absence of such training foredoomed to lives of misery and in the great majority of cases to lives of crime."

Under the subject of truancy, he says: "Should schools or classes for defective children be established I should confidently look for a diminution in the amount of truancy, because physical and mental defects are chief causes that rouse children to rebellion against the work of the ordinary school. It is safe to assume, therefore, that if the defectives were subjected to appropriate training at an early age, say seven or eight years, the ranks of the truants, who generally develop their peculiar propensity at about ten years of age, would be considerably diminished."

"Still, however, we shall always have truants, and these will almost certainly become criminals if they are not furnished before the years of adolescence with an entirely new outfit of habits. For such as these a truant school—a place of confinement and a place of labor—will always be necessary."

In his second annual report, for 1899-1900, he again recommends that classes for defective children should be established in schools in central locations.

In April, 1900, the ungraded class in Public School 1, Manhattan, was established. In September, 1902, a report was made upon the work done in this class. Reports were also made from

other directions as to the proper classification of unusual children.

In November, 1902, General Circular No. 15 was issued by Dr. Maxwell, calling for a detailed report from each principal on defective pupils, with the admonition "to avoid giving the names of pupils who are merely dull, or of those who are physically defective."

Eight thousand names were reported. A careful scrutiny of the reports showed that not more than two thousand could properly be classed as defectives.

In his fourth annual report, Dr. Maxwell emphasizes the necessity of distinguishing carefully between the incorrigible and the truant on the one hand and those defective in mental ability on the other. He offers the following subdivisions of the second group:

(a) Dull children; those who are behind in any or all studies; those who exhibit abnormal precocity in one or more studies; those who have lost time because of irregular attendance or frequent transfer; those who are deficient in English because of foreign birth and residence.

(b) Defective children whose minds may be clouded; those whose defects are partial; those whose defects may be cured; those who, because of some abnormal growth, such as adenoids in the throat, and deafness, are behind the other members of their class.

(c) Idiotic or permanently defective children.

The Board of Superintendents thought it wise to experiment before recommending any general rule to establish special instruction for these children. The results of these experiments were closely studied with a view to the extension of the work at that time being pursued in six experimental stations.

Dr. Maxwell says: "It may be found wise to place classes for certain pupils whose condition is more serious in special buildings so situated as to permit the teaching of gardening and similar outdoor occupations. In all cases specially qualified teachers will be required, and in some instances, the services of a trained nurse may be found necessary. But above all I wish to emphasize the importance of classifying children properly. In many cases

I think that diagnosis after careful examination by a medical expert should be required as a preliminary to instruction for pupils classified as being in subdivision (b). In determining cases falling under subdivision (c) the judgment of an expert should be required in every instance."

In the fifth annual report, 1902-1903, Dr. Maxwell says that but slight progress was made during the year, in establishing special classes for the teaching of defective or atypical children, that there are ten such classes in existence, and that Dr. Elias G. Brown, of the Physical Training Department, has been assigned to the examination of those who are reported by principals and teachers as defective.

He submits a highly analytical report on atypical children, prepared by the Board of Superintendents, by Associate City Superintendent Edward L. Stevens; also an account, in Appendix F, of work accomplished for such unfortunates in London and other English cities, prepared by Miss Elizabeth E. Farrell of Public School 1, Manhattan, who is authorized by the Board of Education to make the investigation, and he recommends that as soon as the financial condition of the Board of Education will permit, a supervisor of special classes be appointed whose duty it shall be (1) to supervise the work of the teachers, (2) to assign pupils, and (3) above all to train teachers for this delicate and important work.

The sixth annual report, 1903-1904, shows notable progress. The report is made under the heading "Ungraded Classes," by Luther Halsey Gulick, M. D., Director of Physical Training. It says: "While there is considerable variation in the use of this term, the by-laws of the Board of Education indicate that the designation should be restricted to those classes which are composed of feeble-minded or backward children, and that it should not be used for classes formed for disciplinary purposes, or for special instruction of those who are deficient in English or other academic subjects."

In Dr. Gulick's opinion there were at that time by the most conservative estimate based upon partial examination, from five to ten thousand of these cases of school age. Dr. Stevens had reported approximately five thousand, or about one per cent., of

whom he thought about one thousand were in the schools at any one time. In his judgment the inquiry of November, 1902, revealed the presence of twelve hundred in the schools.

Whatever the exact number, there were at this time about two hundred seventy children under instruction in sixteen "ungraded" classes in fifteen different centers.

During the year, 1,568 children were examined by Dr. Elias G. Brown, the examining physician. Of these he recommended four hundred three for the training class, six hundred eighty-three for the coaching class, eighty-one for the disciplinary class, three hundred eighty-seven for the regular grades, and fourteen for custodial treatment in an institution.

Dr. Brown's plan of work has been to spend three days a week in visiting the classes. He was not able to examine all the cases presented for examination by the District Superintendents, because of the great amount of clerical work necessary in keeping track of each case individually.

It was recommended that he be relieved of this clerical labor in order that he might devote his time more fully to the actual examination.

It was also recommended that as there is no special instruction provided for those who are to teach these classes, Miss Elizabeth E. Farrell's class in Public School 1, Manhattan, be regarded as a training class, that all prospective teachers for the work be required to spend not less than three months apprenticeship under her, and that she herself be relieved for one or two days a week to coöperate with the other teachers in raising the quality of their work.

During the following year the City Superintendent in conference personally urged upon the principals and District Superintendents the vital importance of segregating atypical children, and encouraged them to make a beginning for the sake of the children themselves and for the benefit of the schools.

In the sixth annual report, 1903-1904, Appendix F, there is a statement that a gold medal was awarded at the Louisiana Purchase Exposition in St. Louis "for the establishment of special classes for the education of atypical children" in the public schools of the city of New York, and that a gold medal was

awarded "for a collective exhibit on physical training methods for atypical children."

This exhibit consists of a statement of the work attempted and of photographic exhibits of the different types of children and classes. It is at present in storage, but will be permanently exhibited either in the De Witt Clinton High School, or in the Hall of the Board of Education.

In the month of July, 1903, the Board of Superintendents in conjunction with the Department of Buildings arranged to set apart three rooms in the new building for Public School 110, Manhattan, to be specially equipped for the treatment of defectives in the schools of the fourth and fifth districts. These rooms were taken possession of in September, 1905.

In one room there is a complete cooking and housekeeping outfit for girls, in another a workshop equipment, and in the third a set of twenty movable desks and chairs devised for all manner of adjustment to the individual pupil and especially recommended by Dr. Maxwell, who saw them in use in Chicago.

During October of this year, 1905, Dr. Brown completed his third annual examination in these districts, and all the children recommended by him for the training class have been quietly and successfully transferred to this school with the full consent of the parents, gained by tactful and sympathetic treatment of the principals from whose schools the pupils were transferred, and in special cases won by a visit on the part of the parent to the school and a personal inspection of the work done under a strong and sympathetic teacher who has been specializing in this direction for three years. In this class there has been evolved a practicable course of study which thus far has proven adaptable to (1) those with abnormally strong will, (2) those with abnormally weak will, (3) those who lacked muscular coördination, (4) those who are distinctly of a nervous type, and (5) those who lack in judgment and reason.

It is distinctly pleasurable to report that in every case the visiting parents recognized the benefit to be derived by the children, and made light of the ordinary stock objection of the great distance to be traveled, the extreme in one case being ten blocks. It is remarkable, too, that there has been no unusual lateness or absence.

During October of this year Public School 120, in the third district, was set apart for dull and backward boys. This is an experiment in a different direction. The school was organized with seven classes.

There are throughout the city one hundred thirty-four similar special classes for dull and backward pupils in addition to these seven, making one hundred forty-one in all. According to the September reports there are in these one hundred thirty-four classes 2,153 boys and 1,593 girls, a total of 3,746.

At the same time there are sixteen "ungraded" classes containing only atypical pupils, two hundred twenty-one boys, and ninety-eight girls, a total of three hundred nineteen.

The Board of Superintendents has purposely refrained from establishing any more ungraded classes for the present, because under the by-laws, the teacher of an ungraded class is allowed salary in a higher schedule; but if the class does not endure, the schedule of salary cannot be reduced. Great care must, therefore, be exercised not to incur unnecessary expense.

Special classes have, however, been freely authorized. It is safe to infer that in these special classes there are many atypical children under careful treatment.

Dr. Maxwell's seventh annual report, 1904-1905, soon to be made public, will, no doubt, contain a careful digest of the facts collated for him, and will point the way for further work.

That he is fully alive to the situation appears in his Elementary School Circular No. 10, 1904-1905, dated March 17, 1905, inviting teachers of special classes, principals, heads of departments, and grade teachers specially interested to attend a series of eight conferences to be held by Dr. Elias G. Brown in March, April and May, on "The Atypical Child." The list of topics is worthy of presentation at this time.

1. The Atypical Child—Types and Classification.
2. General plan of work for Atypical Children in the New York City Public Schools.
 - (a) Examining, keeping records, reporting cases.
 - (b) Keeping classroom records and reports.
3. Classroom and equipment.

4. Method of teaching, management and discipline. Report of cases showing results.
5. Class programme and course of study.
6. Physical characteristics of the atypical child.
Physical training, nourishment, etc.
7. Mental characteristics of atypical child—Mental treatment
—Home treatment.
8. Special training—Physical and Manual.

This, I take it, gives a sufficient survey for a twenty-minute paper on what has been undertaken in the public schools of New York City for the Atypical Child.

Much more remains to be done. More will be done. There must be a finer differentiation and a closer medical supervision. The vast number of pseudo-atypical children needs as careful attention as the really atypical, so that they may not degenerate into the latter class. The neurotic, neurasthenic, and arrested development types of atypicals are potentially abnormal and must not be allowed to grow permanently defective or perverse.

Edward A. Moree says the officials of the New York Juvenile Asylum testify that a large number of new arrivals at that institution are afflicted with nervous disorders through malnutrition, and that this would seem to establish Dr. Maxwell's theory advanced in an address delivered in September, 1904, before the Congress of Scientists in St. Louis, that all school children unable to afford it should have a substantial meal at the noon hour at the expense of the city.

Prof. Charles R. Henderson, ex-President of the National Conference of Charities and Correction, says that if proper medical examinations were made of most juvenile delinquents and a proper course of treatment prescribed, there would be few vicious children left. However this may be there can be no doubt that good food, proper physical exercise, and regular hours prove wonderfully effective in the treatment of all types of intractable children. I can testify that in at least one "center" of our public schools, quiet and sympathetic efforts in the direction of providing defectives with a hot lunch have proven exceedingly effective. How welcome a fund of money for experiment in this direction would be!

The Spartan days of infant exposure are gone, we say. We claim that Plato's advice is not to be followed, that we know better.

Let us not boast too loudly. We may have been a party, and may even be so now, to the unconscious, or wilful exposure of our innocents to a worse fate than death of body from exposure to inclemency of weather.

With all else that has become ours as the fruit of civilization, we must be willing to accept the manifest responsibility of brotherhood and the keepership such brotherhood entails.

Prof. Karl Pearson says: "I think there is more inherited stupidity at large than there was a hundred years ago. The obvious reason is that the stupid and foolish are now much better looked after than they were a hundred years ago; they have a high rate of fertility, and their offspring are allowed to survive and marry in increasing numbers. So far as the stupidity which is curable by education is concerned, we are certainly better off than our forefathers, but in the matter of actual deficient and degenerates, whose mental defects are of physical origin, the reverse is the case."

It seems that just as great schools for the blind, and for the deaf and dumb, have been instituted, so special equipment should be provided in district schools for the atypical.

THE CHAIRMAN: It gives me great pleasure to announce that the discussion will be introduced by Dr. John H. Finley, President of the College of the City of New York.

DR. FINLEY: After the extensive and comprehensive report that has been presented and after the extensive and comprehensive supplement that has been added, it cannot be expected that there shall be a further supplement or even an appendix. All that is necessary is an index and I shall therefore perform only the function of an index in calling your attention to a few of the features of the addresses that have just been delivered.

Last year, in speaking at a dinner in celebration of the completion of our great subway, I said (what I may as pertinently say now) that the task of the great engineer, the chief engineer of that subway, difficult as it was, was not and is not comparable with that of the teacher or that of any one who has to work out

problems whose unknown quantities have souls; for, mind you, when that chief engineer had solved the problem of one yard of that great tunnel, he had practically solved the problem of the entire tube; whereas when the teacher has solved the problem of one perpendicular yard of youthful humanity, he cannot be certain that he can solve the problem of the next perpendicular yard of youthful humanity in the same way; in fact, he may be absolutely certain that he cannot solve it in the same way. What I am saying in that illustration is this: that all children are atypical, that every child is atypical as compared with every other child. As time goes on the divergence increases; the angle, I suppose, is the same, but we get farther apart, until we get pretty well fixed in our habits, and then perhaps come closer together later on. I have been thinking that we are *typical* only at birth and at death.

You remember what the Scotchman said to his wife, and I think you must all have said it often: "I have been thinking that the whole world is queer, Janet, except me and thee, and I think thee a bit queer."

But, as a matter of fact, there are reasons (which were referred to by the last speaker just before he took his seat) why we cannot give every boy and every girl a special teacher. We have to gather them into great groups and consider them as typical beings. The result is fairly satisfactory, but one unsatisfactory result—certainly one, if not the only one—is that in this scheme certain children are left outside as the refuse, the slag, the unclassified.

The provision described here to-night is an attempt to meet that disadvantage. What is here proposed is exactly what is being done in the great industries of the world; the slag is converted into a by-product of utility, often of beauty, and sometimes of greater value than the direct product itself. My professor of chemistry told me not very long ago that certain dyes and certain medicines and certain perfumes are made of coal tar that was at one time a worthless by-product in the manufacture of gas; and I think I may venture to predict that many precious gifts will come out of those little heaps of humanity in the corners of some of these school rooms; such a little heap as I saw only yesterday in one of the down town schools.

Now, it cannot be necessary that I should say anything about the importance of this work; there can be no question of the need of special training for these so-called atypical children. There is no question as to the wisdom of providing if only we can get the right sort of teachers, and that is a most important thing, teachers who have the ingenuity and imagination and skill and patience to guide these boys and girls. There is a question as to whether these children should be put apart into a separate school. The report seems to emphasize the ultimate necessity of putting these children apart. My own feeling is that they should not be put apart any farther than is necessary; that they should be as near to the normal children as possible. These places should be places of hope; the atypical children should be kept as near the hopeful, normal children as is practicable.

I shall have to dissent from one or two of the *obiter dicta* of the paper (I don't know which). One that comes to my mind relates to the feeding of those that come to the school hungry. But I do support the general proposition of the paper, this effort to lead the atypical children to self-supporting manhood and womanhood, through the adaptation of the teaching to their special needs. I have no right to speak at all because my experiences and observations are so slight, but I have brought here to-night a specialist, whom I found on the top floor of a building only one block from Chatham Square, with twenty-three little "atypics," if that is the name for them, about her. If you had seen her with those children you would not need the words of Dr. Osborn or Dr. Shimer or anybody else to convince you of the necessity for that service; and you could have no question as to the wisdom of the expenditure that made that service possible. I have, therefore, asked Miss Farrell, whose name has been mentioned in the report of Dr. Shimer, to come here and occupy the rest of my time, though I fear I have already exhausted it.

MISS FARRELL: It is a great satisfaction for any one who has worked with these so-called atypical children, to speak of what they have seen.

What I wish to say to you to-night is not so much regarding the demonstration of a class of atypical children. I should differ from the reports of the committee that have been read at this

meeting, on one or two points, but I am going to pass on without dwelling upon them. I am just going to name in a few words the kind of children that you could pick out, whether or not you have ever been interested in the subject; you could go into a big school room and pick out in a moment the exceptional child, the quick, the uneasy youngster, who makes trouble for his teacher. On the other hand you can pick out in an instant the heavy looking, stupid type that again makes trouble for the teacher. Another type would be the children with sensory defects, again the children with motor defects. I have seen a little fellow go up all the grades until he was ready to go into the grammar school, and no one had found out that that particular boy could not see. He had been pushed down; the crush was so great, his seat in the primary class was needed for some other child, and this little fellow was shoved down and could hardly read his name. The defect was visible; any person could pick him out as a child with very defective vision, and yet he had not been picked out. The result was, he was called a bad boy; he was everything undesirable in the class of the regular school. This child had to be fixed out, in the first place, in his senses; he had to get glasses; he had to look on the world with different eyes; and that new outlook which this particular Tony got through his senses was enough to make a new Tony out of him, and he is a new Tony.

Then you have the child with motor defects, the child stumbling, awkward on its feet, and the child who cannot click two dumb-bells and keep up the rhythm owing to motor defects; the child who has come out of the street where he has learned, with a great deal of difficulty, how to dodge the horses and keep away from the cars. This child has come from the world of big things into the school room, and we have to put this little muscle-tied youngster, with a pencil and paper, or with a book of large print or small print, and we have asked him to do the thing he cannot do. He is capable only of big things, because his muscles are tied up—his is a motor defect. Considering these four classes, I should say anybody could pick out, in a big school, a suitable teacher for special instruction.

And then there is the class of underfed children—I cannot tell you how deeply I feel for them, and I would differ from President

Finley in his remark about feeding them. It must be done in classes for special instruction. When you get children whose fathers are the bread-winners, with a large family of growing boys and girls, I would like to know what can be done with them. It is hard to do anything with the home, but the great thing is to be done in the school. The school is to demonstrate what can be done with these children, and we have been able—in this corner that Dr. Finley found—to do something in feeding these atypical children, and as I remember, I may say it has cost the city of New York five cents a day for each child; and even with the financial difficulties that Dr. Shimer has referred to, I think we might at least feed the atypical children of New York.

Now, the aim of this work we are doing is not different from the aim of all education. We have an immediate aim and an ultimate aim; and the immediate aim, which I hold, and I believe must be held, is that the child must have a chance, and this special class is for him who could not learn to read, if it had not been for this class.

There have been ages and ages when the world went on without reading, and I think it makes very little difference whether all our boys can read and write, but it makes lots of difference whether these boys and girls have habits of industry, habits of honest work; whether they can go from one thing to another; whether they have the power of learning—that is what we want to develop in these special classes. So much for the immediate aim.

Now, the ultimate aim, and that should need people, not teachers, and affect this Conference in particular; that is the service that the special class may render to society in general. The first service is to educate public opinion.

I have in mind one boy, a great big fellow, who was not in school until he was fifteen, and only then because I wanted to see him off the street, and knew he would be a fine subject for my laboratory; I invited him in; he came and he stayed two years. The boy could not draw a straight line against a ruler, and I asked his people if they would not please let this boy go on. Oh, yes; the first year they were very willing; all went well and the boy was brightening up. He was able by this time to

help in taking care of the family, by working in his brother-in-law's beer saloon; he was beginning to have an economic value to his family, and then they were less willing that he should go on, until finally the young man announced that he had to go to work. I knew there was no work he could do, still I had no hold on him; he had grown out of my domain; he went because his people needed him. In a few months he came back to me, married; he had found a wife,—this boy that knew nothing,—this boy,—well, I would not like to say what he was when we found him, and he was not much better then, but he had married. Now, if there was in this city public opinion that would preserve that child from himself, what a blessing it would be, and that is one service that we hope to render the great city of New York.

The last thing I want to say is, that in the children's court these children can be helped. We have heard a great deal said about what can be done by the judges in the children's court. I want to say this: I have known one boy of the defective sort brought before the judge who committed him, and on my application he had that boy examined by the institution physician, who sent word back that he was really a brilliant boy, he had so much general knowledge and had quite marked ability. If the children's court people would consult us on cases of the commitment of atypical children, I think we would be able to help a great deal and save a great many atypical children. We have had for a long time equality of opportunity in this country, but I think we have not had equality of opportunity in public elementary education. It is this equality for which I ask and for which I plead, the equality of opportunity for the child who starts in any way handicapped.

CHAIRMAN: The hour is late and I think we shall have to give up the general discussion of this paper and proceed to the next paper, which is "The Education of Dependent Children in Institutions," by R. R. Reeder, Superintendent of the Orphan Asylum Society in the City of New York.

MR. REEDER: With so much specialization and classification and differentiation and expert work, all of which I think is certainly in the right direction, or most of it, I think the time may

not be very remote when speakers, in addressing an audience to be certain that he addresses them all will say: "Ladies and Gentlemen, Typics and Atypics."

THE EDUCATION OF DEPENDENT CHILDREN IN INSTITUTIONS.

Our institutions for dependent children offer opportunities for expert work in education. Under proper direction and supervision I see no reason why the results should not surpass those obtained by children normally situated who attend the public schools. The control of the entire time of the child, which comes with his entrance into the institution, should enable us to fuse into educative process and purpose all the interests which make up his daily experience. The strength of the situation, therefore, lies in correlation. The supply of clothing and provisions, fuel, light, water, garden produce, poultry or stock raising—every necessary or special industry of the place including cooking, sewing, manual training, etc., should be worked up into educative material.

The limitations of this paper will not permit us to distinguish the various classes of dependent children. We have, therefore, waived consideration of all special classes and kept before us the one central fact of dependency. Whether orphans, half-orphans, truants, juvenile offenders or simply destitute for lack of proper guardianship, all agree in this respect, that the State or society must provide for them for a longer or shorter period. For such children the State will provide an elementary education only, they must be put on their feet for independent maintenance at an early age. The problem of education is thus greatly simplified. What education is of most worth from the standpoint of economy of time and for the early development of individual efficiency? How can we compress into the few years of child life a preparation and training that shall project its influence far into the future life of the child and make for character and efficiency?

All those perplexing questions that have to do with higher education, such as choice of a profession, technical training, family pride, preference or interference, etc., are eliminated. Thus the whole atmosphere clears at once and we are face to face with

the proposition, What education will most quickly and safely equip the dependent child for self-support?

The points discussed in this paper are the following: Play and Environment, Intellectual Training, Industrial, Moral and Economic Training.

PLAY.

Play life is the experimental school of childhood. It is as natural, necessary and beautiful for children to play as for lambs to skip or kittens to frolic. Play is the first form or stage of most of the serious purposes of later life. The beginnings of language, literature, art, domestic and scientific interest, common industries, etc., are all play forms. Play life is the foundation and foreground, the true microcosm of adult experience. "Other foundation can no man lay than is laid" in the nature of the child. To ignore it, or to fail to build upon it will surely arrest the development of the child and stupefy his mental faculties.

Granted that play is as necessary as industrial occupation, or school in early life, and it follows that it is just as important that we should provide opportunity for the child's play experience as for his more formal school training.'

It is a well known fact that children pass through successive stages of play development. Young children from four or eight years of age enjoy plays that are highly imaginative. Their delight is to rear most imposing and fanciful superstructures upon very slight foundations of material and fact. The dramatic and make-believe qualities are largely in evidence. These fancy flights are the purest spiritual activity—the very poetry of childhood. To condition or environ the child so as to inhibit this free expression of the imagination is to clip the wings of a bird just learning to fly, and thus to arrest a natural development. The condition of play is the maximum of freedom for the child with a minimum of interference on the part of older people. Jean Paul says, "I am afraid of every hairy hand and fist that paws in among this tender pollen of child flowers shaking off here one color, there another, so as to produce just the right carnation." But this is just what we do when we mass under one roof or within narrow quarters hundreds of children, and then provide through system or organization a routine of activities for almost every hour of the day.

It is as important for the child to succeed in his play enterprises as in his more serious undertakings. Successful play will set up aims and through patience and struggle realize them. It will issue in a feeling of triumph. The child that is constantly disappointed in his play enterprises, making a failure of his cherished play dreams day after day, receiving no sympathy from those responsible for his welfare and no help in overcoming obstacles too great for him, soon loses confidence in himself, falls into the habit of making a failure of what he undertakes, and thus prepares the way for abortive efforts in the more serious ventures of later life. On the other hand the boy that succeeds in building snow forts, in making his own sled, in coasting the long hill, in hitting the mark with a snowball, in skating, in swimming, in climbing trees, in football, in baseball, in playing marbles, whittling out his own top or bow and arrow, making and flying his own kites; and the girl that dresses her own dolls, builds her own playhouse, coasts behind the boy with a "flexible flyer," provokes to a snow fight the boy she would most like to have wash her face, trains her pet cat, makes mudpies and doughnuts—such boys and girls in all these experiences are foreshadowing their success in the more serious endeavors of later life. The culture power of the adult is measured by play experience of the child.

ENVIRONMENT.

Next to play and very closely related to it in the training of the child is the influence of environment. Since things and experience, rather than words, are the main source of ideas with children, a rich and varied environment is one of the most important factors in their development.

Unfortunately the vast majority of children in institutions pass their days amid surroundings that are dull, stale and unresponsive. The child delights in material that he can change and shape at will. He will amuse himself by the hour upon a sand pile or with a lump of putty, a handful of dough or anything that he can shape to the suggestions of his fancy. Herein lies the charm of mudpies and rag dolls. Almost anything that the boy can handle with ease and immunity is more entertaining and instructive than that which is fixed, inflexible or easily soiled.

There is but little that the child can do with asphalt pavement, brick walls, iron railings or stone steps. These confront him at every turn in the city home. He is himself in the plastic and formative period of growth and needs for his development a plastic environment. He will learn much through his fingers and toes if they are allowed to come into contact with earth, air, sunshine, water and animated nature.

Brick, stone and asphalt undergo but slight change with the march of the seasons. Winter and summer with them differ in temperature only. Such solid nonplastic forms were never intended to surround the home of childhood. The best place for a child to perform the natural function of change and growth is in an environment that changes and grows. Nature alone can furnish this.

The miracle of the changing seasons, the myriad forms of life that burst into being with the first days of spring, the opening buds, the first notes of the songsters among the trees, the plowing and planting, the gorgeous glow of sunrise, and the varied tints of sunset—all these teach lessons that are not found in books nor imparted by words.

Let the child run and skip in Nature's own laboratory. To go barefoot in the cool, soft grass and mellowed ploughed field, to wade in the plashy pool, to smell the new mown hay and the honeysuckle, to look on orchards blooming, to find rabbits' and birds' and squirrels' nests, to observe the changes that come over cloud and air and sky from the "dewy freshness of early dawn to the restful calm of evening," to sit in the shade of trees, to swing upon the pendent branches, to catch fireflies; to swim, to skate, to look up at the stars; to watch the gathering storms, to gather wild flowers as you go, to search for apples in the orchard grass, or chestnuts in the woods, to pick cherries from topmost branches with cherry stained lips and fingers; to prepare the garden soil, to plant seeds and watch them grow, to cultivate flowers; to feel a part of all one sees and hears and does—this is life and this is education.

INTELLECTUAL TRAINING.

By a rich and varied play experience and in an environment that is stimulating to the senses and to the imagination, the child is prepared for the more formal process of school instruction.

The problem of intellectual training for dependent children is a very definite one. It is certain that the wards of the institution will be obliged to become self-supporting at the early age of fifteen or sixteen years. In the whole range of subjects in the modern enriched curriculum, what branches should be selected for emphasis in the brief school course permitted these children? It seems to me reading and English, industrial training, nature study, music, numbers, geography and history should form the curriculum. I would devote much more time to reading than is given in the public school course. There are two reasons for this: First, the great advantage to the child of an early mastery of word symbols in the pursuit of all other branches. The child of eight that can read easily and fluently is for all educative purposes far in advance of the child of eleven or twelve who has not mastered the conventional symbols of printed language. Second, children normally situated will be likely to attend school longer and have their interests in knowledge and culture stimulated by the wider range and more advanced subjects of the curriculum. But the institution child must drop out early. Reading unlocks the door to these other subjects which are beyond where he can go in the course. With this key to learning well in hand, he can make considerable advance by his own efforts after his school days are over. The grammar school graduate who has acquired a thirst for knowledge and a taste for good reading will outstrip in a few years the high school graduate who has not acquired this taste. Nothing safeguards the leisure hours of both childhood and adult life better than the formation of a taste for good literature. I would surround the child with books outside of school hours and have a place for him to read.

Next to reading I would emphasize English, including spelling. If necessary I would do this at the expense of time usually spent on arithmetic. A short time ago an old institution boy told me he had been obliged to refuse promotions in the army because of his meagre attainments; he was not able to make proper written reports to his superior officers. There is scarcely a situation or relation in which one may be placed in life in which a thorough knowledge of the mother tongue will not give him an advantage over his fellow laborer who has not that knowl-

edge. What the child needs is a language experience rather than a cramming of rules. Much composition work, several times as much as is required in the public school, should be done. There is no one kind of exercise in English that is of greater value to the child than writing letters. This should be well taught and instead of writing letters on a particular day once a month the child should be encouraged to write as often as he is moved to, with the understanding that it shall always be an English exercise as well as a letter.

The quantitative relations involved in running the institution should form an important part of the work done by the arithmetic classes. The yearly crops, the poultry or farm stock increase, the output of the various manual industries, the provision and clothing purchases, the fuel, light, water, expense for repairs, etc., in fact the entire arithmetic of administration should form a large part of the arithmetic of the class room. The more the child's immediate environment is utilized as the subject-matter of education the more intelligent does the child become with respect to those interests which have most to do with his welfare.

Let me say just here that I believe it is a mistake to require teachers in institution schools to perform other duties—such as that of caretakers—outside of school hours. There are at least two objections to this: First, the regular hours of teaching together with the time spent in preparing the work for each day is long enough for the teacher to be employed daily. Second, first-class teachers will not suffer the imposition of other duties. It therefore follows that teachers in institution schools who reside in the institution are either overworked or are second-grade teachers, where only the best should be employed.

INDUSTRIAL AND MORAL TRAINING.

As a preparation for self-support at an early age and as a character-building experience, industrial training outranks every other educational means. So fundamental to moral character and to success in life is an early industrial training that the biographies of noted men assume an almost stereotyped form with respect to it, their early educational advantages being usually described as meagre, their bread-winning efforts having cut short their school attendance.

The deterioration of the modern home as a center of child industry has kept pace with the decline of parental control and both have resulted in a distinctive moral and economic loss to society. Lawlessness, college hazing, vagrancy and graft are manifestations of this loss. In our neglect to provide industrial training and to enforce obedience in the home, we have sowed to the wind and are now reaping the whirlwind. Industrial service is the child's most effective manner of participating in his home, and his appreciation of the home depends upon the extent to which, through industrial effort, he shares in the making of it.

By industrial training here I do not mean the learning of a trade—nor does it mean simply work with the hands. It means a training in the fundamental and home making industries, the handling of ordinary tools and implements with which work is done about the home, the jackknife, hammer, saw, plane, axe, hoe, spade, broom, shovel, dustpan, brush, scrub-cloth, chisel, screw-driver, rolling pin and moulding board, kitchen utensils, together with a knowledge through practical experience of the materials and various processes with which these implements have to do.

Just at present there is an awakening among educators concerning the absence of moral training in our public schools, and efforts are making in different parts of the country to remedy this serious defect in our public educational system.

But the only measures so far attempted are merely instruction in moral ideas, which is an intellectual not a practical experience, a stage play not real life. Industrial training, not of the factory type, but of the old fashioned, home-making, home-sustaining, bread-winning kind, is the native soil in which the moral ideas germinate and grow into character.

It is sometimes said that you never know a man until you meet him in business relations. It may be just as truly stated that you do not know the child until you set him to work. He will reveal character more readily and fully in industrial occupation than anywhere else. He may show his disposition and temper in play, but his character will appear in his work. This is why the teacher's estimate of a child often differs so widely from that of a cottage matron. The one has the child in his relation to intellectual work only, the other lives with him and sees him in all the relations of an industrial experience. In the

class room he is one of a crowd, all of whom have a common task to perform. In industrial work he is alone with an individual piece of work to perform. In the class room he can absorb much from others, or frequently bluff it through with but slack preparation. In industrial work there is no absorption from others, and no shrinkage of the duty assigned. It is just so many square yards of floor to scrub, so many dishes to wash, so much wood to cut, or so much ground to spade up. In the class room memory may come to the aid of the dilatory pupil, the association of ideas will help him out, suggestions from the teacher or other pupils may ease up the task, but the dogged persistence of an industrial task yields to nothing but days' work. Hence the discipline of industrial work faithfully performed is of a high order. It has laid the foundation of character in more great men than any other experience of childhood. In it lay the secret of the heroic type of manhood exemplified in the sturdy and pathetic yeomen of the colonial and revolutionary times. Industrial training is the very soil out of which honesty, moral responsibility, thrift and individual independence grow.

The industrial training we are asking for is not simply work, it must have the following characteristics: First, it must be wholesome for the physical development of the growing child. Second, it must include range and change, must not be one and the same thing from year to year. Third, it must, like the environment, be rich in ideas, that is, must be educative. Fourth, it must be of a general not a technical character, and home-making not simply economic in its nature. The factory type of work does not meet these requirements and must be excluded from childhood. The manual training of our schools does not meet them although it is good as far as it goes.

To attempt to educate children in institutions without providing a thorough system of industrial training is simply to run a charity boarding house and send the boarders to school. Thorough industrial training from ten to fifteen years of age prepares them for independent self-support as no other training can do, gives them a confidence that no other training can impart.

Industrial training is not only a great source of moral development for the child but it also, under proper management, sur-

passes any other childhood experience as a means of economic training.

ECONOMIC TRAINING.

One of the dominant interests of society is the economic interest. It should receive special emphasis in the training of dependent children. Not to awaken and rightly develop this interest in children who are to become self-supporting at such an early age is to neglect one of the most important features of their education. To send them out with right views concerning questions of wages, values and expenses, is to safeguard them against economic loss, waste, and wage impositions in a multitude of ways.

In this work four problems should be solved, namely: How to earn money, how to save money, and how to spend and to give money wisely. Time forbids a more extended treatment of the topic than the statement of a few principles. Money paid to children must be earned, there should be no charity in the transaction. Only such work as belongs to the regular wage-earning positions of the institution should be paid for. No children should be put on the pay roll who have not previously served the home in performing the multitude of minor duties which belong to every well regulated household.

Along with the scale of wages should be placed a list of purchases of clothing. Each wage-earning child should be required to provide a portion of his own wardrobe varying in proportion to the amount he receives. Individuality in dress, a sense of ownership, and a feeling of responsibility for the proper care of his clothing are necessary and valuable experiences which the dependent child should not be deprived of simply because he is living in an institution. Such training develops thrift, increases self-respect and makes the child thoughtful of his personal appearance. Every wage-earning child should be induced to open a savings bank account. Also to give a portion of his earnings to worthy objects.

Time will not permit us to discuss the question of religious education further than to state that the institution offers the same exceptional advantages in this field as in the others discussed. The religious instruction should be intelligent, positive

and spiritual with much less of form, routine and repetition than one usually finds in institutions. The religious motive should function practically in the discipline of the institution, that is, it should frequently be appealed to in individual and personal issues that may rise.

THE CHAIRMAN: The discussion on the very interesting paper just read by Mr. Reeder will be opened by Rev. Thomas A. Thornton, D. D., St. Gabriel's Church, New York City.

REV. DR. THORNTON: Dr. Reeder proposes the question, "How can we compress into the few years of the institution child's life a preparation and a training that shall project its influence far into the future life of the child and make for character?" The question ought to continue, "and by that character make for the life of the child beyond the grave with God." I am surprised that in this paper proposing methods of moral training and character-making the name of God is not mentioned once.

Play, environment, intellectual training, industrial training, moral training, economics. By these means steadfast character in the orphan, in the incorrigible, in the child of worthless parents can be set up. The arch is incomplete, the keystone is wanting, and that is religion. This giant force in the upbuilding of the character of the world is dismissed with eight lines of generality at the end of the paper for want of time. It ought to stand at the head as the *sine qua non* condition for morality and character.

If any children need religion and religious training, our institution children do, because they can get no help from their parents, because they must stand or fall by how much conscience they shall possess. Conscience is the bed rock for character building. The institution must make the child's conscience. But, without religion, conscience cannot be made strong enough to sustain character. Therefore the most important work for the institution is to teach religion to its children. It must be mixed in, like the salt and yeast in the dough, with play, with intellectual, industrial, moral and economic training. These very qualities in training are so allied with religion that we cannot, if we would, disassociate them.

Only the glorious face of God, shining down on these children in their pauper garb, can brighten up these otherwise dull and unresponsive environments. And by no other means can God's face and God's influence be brought into these poor lives than by religion and its training.

Institution children are massed in large numbers under one roof. The idea suggests herding in their daily lives. Their food is poor stuff and scanty and poorly cooked. They eat it from tables with the barest necessary utensils. On all sides the child's animality is appealed to. They are often caged in a large inclosure. Most of these things must be. They are, therefore, constantly tempted to become criminal. They will become so without religious training.

The play picture painted by Dr. Reeder is hardly ever realized in an institution. It cannot be. The industrial training given in our institutions for the most part is, and must be, on the factory plan. A trade only can be taught a boy or girl, and that, at best, imperfectly. The whole trend of the institution life is to drudgery, and that it must be without positive intelligent religious teaching. Every child, the most abject, has a soul, immortal, created by God for himself. No amount of training in material things can do the work, because the soul is spiritual. By the soul is man made free.

Dr. Reeder says: "Just at present there is an awakening among educators concerning the absence of moral training in our public schools and efforts are making in different parts of the country to remedy this serious defect in our public educational system." He declares that industrial training of the old fashioned homemade type is the native soil on which this morality germinates into character. But as soil is useless for healthy growth unless it is fertilized and cared for unceasingly, so successful industrial training, especially such as suggested, cannot be gotten without religious training to back it up, because the habit of industry comes out of the character. But character is weak without conscience, conscience is the product of religion—religious training.

The Catholic Church has always recognized the importance of moral training in the education of children; and in order that

her own might not be deprived of it in the public school system of our city, in which it is not given, she has elected to build and maintain her own schools in which this morality shall be taught by the only sure way in which it can be taught—by daily inculcating religious principles into the souls of the children, by which principles the difference between right and wrong is clearly and uncompromisingly drawn and conscience enthused to shun the wrong and embrace the right in all lines of daily conduct.

By religion I do not mean ethical amenity, nor humanitarianism, nor philanthropy. But all these are a dogmatic religion teaching set forms of belief. There is one personal infinite God, the Creator of the universe, the Creator of man, his soul, his body, who will reclaim both—a God of mercy and justice, of love and omnipotence. He has made heaven and hell. He has given the commandments. He who steals, who kills, who blasphemes, who commits adultery, he shall be guilty of eternal offense against God. He who keeps his commandments shall see God's face, shall possess heaven. Let the child be taught that sin is the cause of all the evil in the world; that God knows man's most secret thoughts, words and actions; that all things material are not to be used as evils by man, but as means to man's end, which is God.

On such teachings can conscience be found to make strong, healthy morality and not of such beliefs only can our philanthropy and humanitarianism be developed.

It is magnanimous for the state, and right, to secure to its orphans and dependent children generally, a knowledge of God according to the religion of their parents—to secure to the Catholic his Catholic faith—to the Protestant his, and to the Hebrew his, by maintaining Catholic, Protestant and Hebrew dependent institutions. This is American—to secure to each citizen and his children a full share of liberty to the last degree, even of religion. Far better for these children this condition than institutions for all kinds of nonsectarian children from which even the name of God would be excluded.

MR. JOSEPH L. BUTTENWIESER: Indeed, I would not have risen to say a word, were it not for the fact that I was encouraged so to do by the President of the City College pleading guilty

to total ignorance on the subject under discussion in the first paper read this evening, but we all know that in courts of law no man is adjudged guilty on his own confession, unless the surrounding circumstances or other corroborative evidence substantiate the charge. After listening to the instructive remarks of our learned President, we find his self-accusation entirely unfounded. Not so in my case, I regret to say, for I am firmly convinced that my confession of ignorance will be fully borne out by what I may hereafter say.

In discussing the question under consideration in the former paper, namely, the subject of atypical children, President Finley made a very apt comparison between the teacher and the engineer, who planned and supervised the construction of the subway, and he stated that the former has by far the more difficult engineering problem, and, indeed, he has. The results prove it. The engineer of the subway has completed his arduous task and the number of collisions, I am happy to say, have been very few indeed, luckily fraught with no serious consequences. Listening, however, to the report of Dr. Shimer, one of the superintendents of our public schools, we learn that thirty thousand collisions have been recorded during the past year, for I consider every atypical child, not only a collision, but, alas, a serious wreck.

I am, therefore, slightly surprised at the statement of the superintendent, that the State cannot provide for the atypical children. Indeed, it seems to me that these should be our first care. If it be true, as it is contended, that the State acts in a parental capacity and it has the right to enforce school attendance during school age and thus can dispose of the most sacred, the most important years of a child's life, then I ask, in all fairness, which child is and should ever be the first concern of faithful and loving parents? What decent father would not first make provision for his weakest child, and to which fond mother's heart is not her weakest offspring likewise her dearest? It seems to me that the city of New York, or any other great municipality, should never confess that her atypical children are not the first charge upon her care, upon her tenderest and most solicitous care.

And now a word to say that I fully agree with Dr. Finley's statement—and, in point of fact, I heartily agree with all he has said—that the atypical child should not be removed to a separate school. I go a step farther; I maintain that the atypical child, if it be atypical—of course, I do not mean if it be delinquent or degenerate—and, most assuredly, if it be pseudo-atypical, should be kept as near to the normal children as possible; for we must remember that character is the prime and only safe foundation upon which any good superstructure can be successfully erected, and just pride, proper pride, is one of the strongest elements of character; it is the very bottom-stone of the foundation.

When, therefore, you put a child away from its natural associations and brand it forever as atypical, you have robbed it of this just pride, a thing we should, indeed, be very slow to do, even though the future prove the correctness of our diagnosis.

When, however, you consider that you may thus be branding a child which is not at all atypical, see the terrific responsibility you are assuming. For what finite being can distinguish, with certainty, whether the vagaries, which he thinks he sees or discovers, are not the hidden talent of some genius, like Shelley or Carlyle, instead of the defects of an atypical child.

We have the photometer to measure physical light, but, as yet, no one has discovered an instrument to measure accurately the mental light, which God himself has kindled in every human tenement.

In conclusion, it seems to me that there is one thing that the public schools of New York can and should, and, I trust, will do, before long. The time has come when prevention and not cure is the cry of the hour. While we cannot, perhaps, with our present appropriations, properly provide for and cure over thirty thousand defective and atypical children, we certainly can and must prevent at least seventy-five per cent. of similar disasters.

Now, it is quite true that we cannot, with our limited means, reduce all our public school classes to the desired size of say twenty or twenty-five, but what we can and must do is this: In almost all of our city schools, and especially in the lower grades, there are many classes of the same grade. It would, therefore, be

very simple to arrange that the duller and supposedly defective and atypical children be put into a small class in their respective grades, this class to be in charge of the most intelligent and gifted teacher, and to be, by no means, branded as a special class.

By this method, we might, perhaps, not merely make normal children out of slightly abnormal ones, but there might be obtained the happy result of fanning, instead of extinguishing, the incipient spark of genius in many a seemingly erratic little one. I think I am safe in saying that you will then find more pseudo-atypical and less really atypical children.

Adjourned to Thursday morning, Nov. 16, 10 a. m.

FIFTH SESSION.

Thursday Morning, November 16, 1905.

THE PRESIDENT: We will now listen to the report of the Committee on Treatment of the Criminal, by the Chairman, Samuel J. Barrows, Corresponding Secretary of the Prison Association, of New York City.

REPORT OF THE COMMITTEE ON THE TREATMENT OF THE CRIMINAL.

In certain respects the people of New York may look upon their prison system with reasonable satisfaction, for this State has been a progressive and even a pioneer State in the field of prison reform. In some respects, however, our prison system is notably weak. The influence of this Conference may wisely be exerted in perfecting it. In this report, therefore, attention will be called to various directions in which, according to the belief of the committee, the penal system of the State may be further developed and improved.

Suggestions from each member of the committee were invited by the chairman. All the suggestions thus received have been embodied in the report and a majority of the members of the committee have seen this report and assented to its conclusions.

It is gratifying to note that the Legislature at its last session authorized the appointment of two commissions with reference to our penal system. One of these relates to the remodeling of State prisons or the construction of new ones, also the disposition to be

made of the Eastern New York Reformatory at Napanoch. A second commission relates to the subject of probation, its further development and improvement. These commissions, duly appointed by the Governor, are now pursuing their investigations; and this committee does not wish to anticipate their reports. The creation of the first commission would seem to show that the Legislature is aroused to the fact that such prisons as Sing Sing and Auburn do not meet the requirements of a civilized community and that they must either be remodeled or supplanted by new and better structures.

As to probation, the experience of the last four years in this State has clearly demonstrated, as it has in other states, that probation is an essential, beneficent and economical feature of a judicial system, and the great question before the commission charged with this inquiry is to show how the whole work can be systematized and coördinated, and how the law and its administration can be made more efficient.

Notwithstanding that the State early began to grapple with the problem of child saving, and various salutary laws were passed and societies organized for this purpose, the establishment of the juvenile court filled a veritable gap and introduced a new and beneficent tendency. Beyond question this is the most distinguished achievement of recent years in American jurisprudence, and New York was among the first states, under the lead of the city of Buffalo, to adopt it. Its establishment shows that we are gradually coming to the consciousness that children, who may be proper subjects for education and discipline, are not to be treated and branded as criminals. A court established for their treatment should rather be an educational and paternal than a drastic and punitive institution. There is hardly a city in which the juvenile court has been established where a fresh impulse has not been given to the study of preventive measures for juvenile delinquency and a new sense of social responsibility developed. After a recent inspection of the juvenile court of Indianapolis and a study also of the remarkable work of Judge Lindsey of Denver, the chairman of this committee is deeply impressed with the great opportunity of the judge and of the probation officer in this field, and of the oppor-

tunity which is likewise furnished for the coöperation of intelligent and humane persons in this preventive and corrective work. The spectacle at Indianapolis of so large a number of business men, teachers, lawyers and others rallying around the court is certainly inspiring. That city seems to have demonstrated better than any other how far paid workers can be profitably reinforced by intelligent and devoted volunteers.

New York was the first State to lead the way in the adoption of the indeterminate sentence. Two members of the committee, one of them a judge of long experience, and the other equally experienced as a prison warden, both urge a general adoption of the indeterminate sentence. In the opinion of one of them, the time has come for the removal of the maximum limit to such sentences. It is not surprising that wise and experienced judges no longer wish to take the responsibility when they send a man to prison, of deciding on just what day he shall come out, nor even of fixing the minimum or maximum time in months or years. The most important thing for a judge to decide is whether a person who has committed an offense, is a fit subject for probation; and if not, whether he should be removed from society for discipline and correction. The responsibility of deciding when this discipline has become effective and when the offender may be conditionally released should not be thrown upon the judge alone, but upon the authorities constituted especially for this purpose. If in addition to medical and administrative authority it seems advisable to have judicial authority represented on our boards of parole, such provision can be made. New York has taken the lead in this direction by providing in the law establishing the Hart's Island Reformatory for Misdemeanants, that the courts and judges committing to that institution shall be represented on its board of parole by one member from each court, so that there are judges on this board. Judges are also represented on the board of parole of the New York State Reformatory at Bedford.

But the best constituted parole board will work in the dark in determining the qualifications of a prisoner for parole unless means are provided by which the prisoner may himself demonstrate his fitness for conditional release. It is not extremely

difficult for a physician to tell when a patient has reached the stage of physical convalescence, and may leave the hospital; and though the conditions are more difficult, it is not impossible to devise a system of tests and conditions which a prisoner must meet and fulfill, that will fairly reveal his fitness for tentative release. Such a system was devised by Maconochie and applied with great success by Sir Walter Crofton. Nowhere has it been better developed than under Mr. Brockway in our own State. It is a method applicable to prisoners of all classes, whether juveniles or adults, misdemeanants or felons. It has successfully been applied in State prisons as well as in reformatories. With the extension of the indeterminate sentence, we urge the adoption in all penal institutions of a system of grading and marking, whose object shall be, not simply to enforce obedience to a set of prison rules, but to develop the industrial, physical, moral and intellectual capacity of the prisoner. Under such a system prisoners are better fitted for release, and parole boards will know better when to release them. The marking and grading system would be of further help in another direction, since it indicates not only those who are fitted for release, but those who by defect of character or constitution may need longer or even permanent detention. It is a defect of our present system that we imprison men who might better be put on probation; that we keep in prison men who might better be liberated, and that we liberate men who ought to be permanently detained.

No adequate provision has yet been made for distinguishing between accidental and habitual offenders. Yet it is of the utmost importance that when a prisoner is convicted of an offense, the judge should know whether or not he is dealing with a habitual offender. Under the system of identification recently perfected, it is now possible to establish the identity of any human being as a matter of record. The State of New York has here again been progressive in establishing a State Bureau of Identification, which applies to all offenders committed to the State prisons of New York, and coöperation of other states is invited. A limited application of the finger print system is also in use in New York City. What is needed is a more thorough development and extension of this system throughout the State, so that

the data thus secured may be available for the court, where such knowledge would be of great value to the judge in deciding whether probation or what other form of discipline and correction should be used.

With the system of probation there is no longer need of the comedy and tragedy of the short sentence, illustrated as it has been in our own and other countries, to the knowledge of the chairman, by the sending of men or women two hundred and even three hundred times to prison. Under a probation system and under a system of fines which the offender may work out while on probation, the judge may now give the offender all the opportunity he needs without change of environment or without imprisonment; but when the resources of probation are exhausted, it is idle to commit offenders for brief and definite periods of imprisonment. They should be committed under an indeterminate sentence and a marking system until they have fulfilled the tests prescribed in the law for conditional release.

Especially is this true in the legal treatment of drunkenness. Nowhere is the ghastly failure of our penal system more evident. The first offender, or rather let us say, the corrigible offender, should first be treated with probation, under which many cases can be saved. When probation fails, treatment in an inebriate hospital for a prolonged period should follow, under which many cases would recover. These hospitals should be maintained under strict discipline, and release should be on parole. For incorrigible inebriates permanent detention should be provided.

As to the administration of our prisons, two members of the committee, both of them prison wardens, have called attention to the great importance of a proper selection of guards and attendants. "My experience," says one of them, "has been that poor subordinate officers have been of great hindrance in the proper treatment of the criminal and a great stumbling block to successful prison administration. If men are to be reformed, the reformation cannot be accomplished by men who need reforming themselves." "I do not know," continues this officer, "how we are to get prison officers of a higher type, but we should have them and they should have some training in their work if we are to accomplish good results."

Since the requirements of the civil service have not yet met all the needs of our prison system, the difficulty may be remedied, to some extent perhaps, by the establishment here as abroad of schools of training for prison officers.

The State of New York has never recovered from the prostration of its prison industries, which resulted from the enactment of the amendment to the constitution, forbidding the sale of prison-made goods in the open market. In the three State prisons, Auburn, Sing Sing and Dannemora, industries are well established and the effect of the change of system is now not felt, but in several of the State penitentiaries and in nearly all of the jails, the idleness resulting from this measure has never been overcome and remains at present one of the most appalling features of our prison system. The only way it can be corrected without a change in the constitution is by centralizing the control of all prison industries, or by placing all prisoners violating State laws under State control. A prison system by which thousands of men are kept in enforced idleness in prisons and penitentiaries is a gross injustice both to the prisoner and the taxpayer. Every jail and penitentiary in which men are kept in idleness is an institution for promoting vagabondage and crime.

In many of the states, prisoners are not only self-supporting, but are able to earn considerable sums of money with which to support their families while in prison and to aid in reestablishing themselves on their release. It is an unpardonable defect of the prison system of New York that while men more than earned their cost of maintenance twenty years ago, they do not do it now. It is a curious anomaly created by our constitutional amendment that though every state in the Union can sell prison-made goods, in New York State, we cannot sell in our own market the goods made in our prisons, nor even sell them in other states. This anomaly ought surely to be corrected by the people of New York, and it can be corrected without a return to the evils of the contract system.

The limits of this paper forbid any further elaboration. We can only recapitulate in conclusion the suggestions already made and briefly enumerate others concerning which there is no time for argument. Every one of these suggestions is founded on

principles set forth by our National Prison Association; nearly all of them have been tried with success in other states or countries. They are as follows:

Every means should be taken to strengthen the sense of individual and social responsibility, to multiply the forces of prevention, to improve the physical and moral condition of our cities, to multiply kindergartens, schools, playgrounds, manual training and every form of social betterment. The forces which develop virtue are more potent in reducing crime than the forces which suppress vice. Prohibitions may be useful, but education in the habits of industry and sobriety is still better. The policeman, judge or prison warden cannot do the work in court or prison which ought to be done in and by the community.

Imprisonment should not be the first, but the last resort in dealing with offenders. The scope and functions of the children's court may be enlarged, and its efficiency increased by the coöperation of teachers and citizens.

The probation system both for adults and juvenile offenders should be improved and extended.

The discipline of persons under arrest should not begin until after their conviction; they should have an opportunity to work on their own account while awaiting trial.

Measures should be taken to distinguish, in the courts as well as in prison, habitual criminals from first or accidental offenders.

Imbeciles and feeble-minded persons should no longer be punished as if they were responsible; they should be placed under proper custodial care.

All adult persons convicted of violating State laws should be dealt with by the State and committed to its custody.

The State should assume control of all penal institutions, juvenile reformatories excepted. This would insure better classification, greater economy and uniform treatment.

Prison industries should likewise be centralized under State control. No prisoner capable of work should remain in idleness. Prisoners should be allowed to share the proceeds of their labor, a part of which should be available for their families.

Prison administration should be entirely free from the influence of partisan politics.

Jails should be used only as secure houses of detention for those awaiting trial.

The system of paying sheriffs so much per head and so much per diem for every prisoner kept in their custody is liable to the greatest abuse, for it is to the interest of the sheriff to have as many prisoners as possible. It should be replaced throughout the State by the salary system.

The indeterminate sentence should be extended to all but capital offenses and applied to both felons and misdemeanants. It should be accompanied by a grading and a marking system. There should be a reformatory for misdemeanants outside of New York City equal in equipment to that at Elmira. Medical and judicial authority may well be represented on all boards of parole, which should be absolutely nonpartisan.

Proper means should be taken to secure a better grade of prison guards.

The physical condition of our prisons should be made to conform to the highest requirements of modern sanitation. Luxury should be excluded. Light and air are necessities. Radical measures too should be taken to prevent the spread of tuberculosis among prisoners and its spread in the community after their release.

All prisoners without exception should be released only tentatively. The opportunity which the State thus gives to the community to help the paroled man should be improved by generous and humane citizens.

Any prisoner or probationer who can furnish conclusive proof that he has lived an honest and law abiding life for a period of five years after his conviction may be rewarded by expunging all record of his conviction.

All professional criminals and incorrigible offenders should be permanently segregated by the State.

(Signed)

S. J. BARROWS,

Chairman.

Note.—The following letter from Mr. Hynes has such an important bearing upon the subject, that, through the courtesy of Mr. Barrows it is published with the report.

AUDITOR OF PORTO RICO, SAN JUAN.

November 16, 1905.

MR. S. J. BARROWS, *The Prison Association of New York*, 135
E. 15th Street, New York City:

MY DEAR MR. BARROWS: I am in receipt of your esteemed favor of the 4th instant, inclosing draft of the Report of the Committee on the Treatment of the Criminal.

In reply, I have the honor to state that I have read it carefully and with much interest, and take pleasure in indorsing it in general. To my mind it covers the ground very thoroughly, and absolutely leaves no room for objection to its suggestions and recommendations.

I am especially pleased with that portion of it which condemns the system prevalent at the present time in our State, which keeps the prisoners in enforced idleness in the prisons and penitentiaries, which is a great injustice not only to the prisoners, but to the taxpayers as well. I think some effort should be made to have the law so changed that they could be employed and the fruits of their labor used for their maintenance and also for the maintenance of their families which, when the heads thereof are imprisoned for some crime, often become a public charge or dependent upon their neighbors for assistance. The adoption of some such regulation would work no harm to our industries, because the output or result from this class of labor would be comparatively small.

I am also pleased to note that part of the report which refers to the fact that imprisonment should be the last resort in dealing with offenders. While Commissioner of Correction, I frequently found from sixty to seventy boys from seventeen to twenty-five years of age awaiting trial in the Tombs, and often they were held there from thirty to sixty days, and sometimes more. During their confinement they should be furnished with some means of instruction, and it was my intention to establish a school there for the instruction of that class of boys, but I was prevented on account of lack of funds. I believe that such a school system for this class of offenders is maintained in Chicago city prison with a great deal of success. During the period in which these young offenders are awaiting trial, efforts should be made to induce

them to turn from leading an evil and criminal life by extending towards them sympathy and Christian-like feeling on account of the low estate to which they have fallen. If, instead of a desire to inflict punishment, a more brotherly feeling were shown for a poor unfortunate victim of circumstances, as many of these cases show, it would often tend to influence the minds of these young men towards a keen determination to seek a more honorable livelihood. Juvenile offenders should never be allowed to come into contact with hardened and professional criminals after they are in the hands of the law, and a special place should be provided for the former, where they could be properly observed and taught for a time, and those who deserve it should be assisted to lead a better life.

I have observed that attention has been called in the report to the necessity of having men of high character as officers in the prisons. How true it is that the guard is often a person of lower moral standard than the prisoner he guards. Great care should be taken in the selection of men for these important duties, and the civil service should seek to obtain a class of highly qualified officials, and a prison association should be, above all things, free from partisan and political influences. In this way only can the services of men of high type of character be obtained in uplifting the unfortunate prisoner.

An effort is now being made here in Porto Rico to separate the juvenile prisoner, or young offender, from the professional criminals, and a reformatory for boys who have committed minor offenses is about to be established in the island.

In looking through the institutions here, I found that a school, or class, which existed for some time in the penitentiary at San Juan, had been discontinued for lack of funds to support it. It appears that while it was in existence it did much good for the illiterate prisoners, and many who were absolutely ignorant of the first rudiments of education became able in a few months to read and write. Endeavors are now being made to have this school reopened.

Very sincerely yours,

THOMAS W. HYNES.

THE PRESIDENT: We will now listen to the reading of the paper, "The Influence of Reformative Treatment Upon Crime," by Joseph F. Scott, General Superintendent of New York State Reformatory, Elmira, N. Y.

THE INFLUENCE OF REFORMATIVE TREATMENT UPON CRIME.

The last century witnessed a wonderful development in the social life of the nation. Education, fostered by the public school system, placing within the grasp of every child the means of acquiring knowledge and offering him a training, fitting him for the best citizenship, has now become general throughout the land. Numerous universities, colleges, seminaries, and technical schools have been endowed, many of them opening their doors to women, and all offering opportunities to higher education to the many instead of the few; which has steadily raised the general enlightenment of the people.

The fertility of the soil, the abundance of mineral deposit, the marvelous growth in manufacture and invention have possessed us of wealth sufficient, not only for individual comfort, prosperity, and advancement, but affording the impulses of a generous people, the opportunity to help, succor and abundantly provide for the unfortunate of every name. With a discrimination engendered of keen intelligence, the poor are now aided by governmental, individual and organized charity; so that the beggar is fast disappearing from our midst. Hospitals have been provided for the sick, and homes for the incurable, aged and infirm. The hours of the workingmen have been shortened, child labor curtailed, the condition of laboring women improved, together with more cleanly and sanitary conditions of living. A Dorothy Dix showed the way, and the lunatic is now properly cared for, the epileptic and the feeble-minded are also within the fold of our tenderest care. A Howe gave his life to the blind, and a Gallaudet to the deaf-mute, making it possible for a Helen Keller to graduate from Radcliffe. All of this manifests the marvelous advancement made in the last century, the great burden of which is cheerfully borne by a generous people in their prosperity. Even now the criminal, the most despised and longest neglected of all our unfortunate classes, is receiving an attention

unthought of at the beginning of the century. Through all the past he has been the subject of retributive punishment alone; once a criminal, always an outcast; increasing steadily in numbers under repressive measures until they become almost a menace to civilization. It is needless for me to picture to you the condition of our prisons and the treatment of criminals of a century ago. Nowhere else has been made the advancement in dealing with these dangerous unfortunates that has been made in this country. To be sure, Maconochie, rich in his experience at Norfolk Island, outlines to a committee of the British Parliament, measures and methods akin to those in vogue in our country to-day, and Sir Walter Crofton was successful in incorporating like methods in the prison system of Ireland; but the belief that many prisoners, under proper treatment may be reformed has taken deeper root in the American mind than in any other part of the world; so that belief in the possibility of the reformation of the criminal may properly be called the American idea in penology.

This belief in the possibility of the reformation of the criminal gave the Auburn and Pennsylvania penitentiary systems to the world; but it was only a trifle over a quarter of a century ago, through the efforts of such men as Doctor Dwight, Doctor Wines and Mr. Brockway, of New York, that the underlying principles of a strictly reformatory system, advocated by Maconochie, and vitalized by the then new indeterminate sentence, were incorporated in the statutes establishing the New York State Reformatory at Elmira, giving a new trend to the whole penological system of the country and resulting in the adoption of this system by twelve different states of the Union.

The advocates of the reformatory system maintain that society has the right to incarcerate criminals for its own protection, and not for their punishment; that under the indefinite sentence, the criminal should be restored to society when he has demonstrated his fitness to live again in society without being a menace to it, and no sooner; in distinction from the old method that after a period of confinement for punishment he should be released to prey again upon society, whether he be reformed or not. The advocates of the reformatory system do not believe that all pris-

oners are susceptible to reformation. They do not believe that crime is a disease, but as a physician in the treatment of his diseased patients recognizes that there is in some, congenital disease which, though he may not cure, he can in a degree alleviate; he also knows that there are others forming the bulk of those coming under his observation, who are afflicted with acute disease which, in skillful hands, may be eradicated; and that there are still others who, through neglect, have fastened upon them disease in its chronic form. In like manner we believe that there may be congenital criminals, who continue through life as such. In these the manifestations of criminality develop early, and they may be found at a tender age, in the reform schools; afterward in the reformatories for adults, passing on, and ending their existence in the state prisons. And there are others who, by neglect, or improper treatment, pass on into the realm of the habitual criminal. The great bulk of criminals, however, who may be classed as criminals of environment, are susceptible, under proper treatment and training, to reformation. If reformatories, founded upon these principles, have not accomplished the work expected of them it is due, rather to the unthoroughness in the administration of methods, and the inability to place the proper laws upon our statutes for the execution of those methods, than to any defect in the principles themselves. The indeterminate sentence, to achieve its full effectiveness, should be relieved of its maximum limit which, in many cases, is now altogether too short to carry with it much reformatory influence. It has been my observation that the higher the maximum limit in any particular case, the greater has been the incentive and effort on the part of the prisoner toward reformation.

Under the present penal code of the State it is possible, and largely a practice in many of our courts, for criminals, guilty of serious crime, to be allowed to make a plea to an attempt to commit crime, and receive sentence therefor. Out of the 1,059 inmates sentenced to the New York State Reformatory, last year, 361 were sentenced for an attempt to commit the crime with which they were charged. The greater number of these were for attempts to commit burglary and grand larceny in the degree carrying a maximum of two and one-half years, which

is altogether too short a maximum to have much reformative influence.

The advocates of the indeterminate sentence accepted the present limitation as a compromise; they have demonstrated what they can achieve hedged about by these limitations. The community ought now to insist upon, and the Legislature ought now to allow the indefinite sentence in its entirety. If the contention of those believing in the reformatory system is right, and the theory of the indeterminate sentence is correct, a person arrested and brought before a magistrate for crime should not receive a sentence as punishment for that crime; but the evidence of his having committed crime should be taken as a symptom of the person's criminality, and the magistrate, by such evidence of his having committed crime, should adjudge him a criminal and commit him to prison in precisely the same way as he now adjudges a person to be insane and commits him to a lunatic hospital. There the criminal should remain, like the lunatic, for life if need be, unless his release would be safe to society.

It has been contended by many that the indefinite sentence allows the release of criminals too soon; but it is a fact, in every state where the indeterminate sentence has been given trial, the average* term of imprisonment has increased instead of diminished. It has also been contended that the power of the release of prisoners should not be left to the prison authorities, they being a part of the executive branch of the government. We reply that the authorities having the oversight of a criminal during a long period, are better qualified to judge of the time of his release than the committing magistrate who, at the best, observes him for a period of only a few hours. We believe that the people have no more to fear from the unwise discharge of prisoners by the executive officers trained in this line of work, than they have from their judicial officers.

The reformatory methods have now been on trial long enough to invite consideration of their results. If they have attained what could be reasonably expected, under the imperfect conditions imposed upon them, may we not plead for further progress in this direction?

The establishment of reformatory prisons in the different states has influenced the whole prison system and, from the successful results accomplished in paroling prisoners from reformatory institutions has grown the probation system, adopted in a few of the states. This system has demonstrated that large numbers of prisoners convicted of crime may be dealt with successfully and their reformation accomplished, without committing them to prison. Perhaps in no state has the probation system been given so thorough a trial as in the state of Massachusetts, where nearly every court has one or more probation officers, and where 8,790 cases were taken on probation for the year ending September 30, 1904; of this number, 734 were surrendered to the court for violation of the terms of probation; 604 disappeared and defaulted; 177 were arrested for new offenses during probation; 896 had their probation extended, and 5,732 were on file or discharged at the expiration of probation.

In the city of Brooklyn, Mr. Backus, the probation officer, informs me that last year, over 1,200 cases were taken by him, on probation, of which 207 were surrendered for sentence.

Forty per cent. of all the prisoners committed to the state prisons and reformatories of this state, are committed to the New York State Reformatory at Elmira. For the year from January 1, 1904 to January 1, 1905, there were paroled from that institution, 695 prisoners. Of this number, 533, or 76.8 per cent. have been absolutely released; 65, or 9 per cent. have violated their paroles and have not yet been apprehended; 52, or 7.5 per cent. were returned for violation of parole; 24, or 3.4 per cent. are serving terms in other prisons; 8, or 1.2 per cent. are still reporting; 6, or .9 per cent. have their accounts closed on account of sentences expiring while on parole; 5, or .7 per cent. have been returned to the reformatory on new charges; and 2, or .3 per cent. were allowed to go to foreign countries.

Statistics of crime in the United States, covering any extended period, are so incomplete that any comparisons are almost valueless; but in those states in which reformatory methods have been introduced and where statistics have been carefully compiled, it is interesting to note the relative increase of crime to population. In Massachusetts, for instance, where carefully prepared statistics of crime have been kept for a considerable period,

we find that serious crime does not increase in proportion to the increase of population. In 1880 there were committed to prison in that state, for offenses against the person, 1,674; in 1904, for the same offenses, 1,415; for offenses against property in 1880 there were committed to prison 2,105, and in 1904, for the same offenses, 2,943, an increase, in a period of 24 years, of 15.3 per cent. The population of Massachusetts, in 1880, was 1,783,085, and in 1904, approximately 3,000,000, an increase of 68.2 per cent. It is evident that felonies in that state, show a relative decrease.

In the State of New York, complete statistics of crime have been tabulated since the creation of the present State Commission of Prisons. From the reports of this commission it appears that in 1896, when the first correct statistics were prepared, there were committed to the state prisons, 980; to the New York State Reformatory, 580; to the penitentiaries, 19,045; to the House of Refuge for Women, 124; to the county jails, the New York city prison and the New York county workhouse, 109,516, making a total of 130,245, for all offenses. In 1904 there were committed to the state prisons, 1,124; to the New York State Reformatory at Elmira, 875; to the penitentiaries, 12,713; to the House of Refuge for Women, 226; to the county jails, the New York city prison, and the New York county workhouse, 86,616, making a total of 101,554, and showing a decrease of 22 per cent.; while the population for that period increased, approximately, 21 per cent.

It is clearly evident, from the thorough study of the criminal statistics of states where the reformatory methods have been adopted that the average length of sentences has increased, and not diminished, and that crime has not increased in a ratio to the population.

The reformatory system appeals to its advocates as being a reasonable, scientific, practical and Christian way of dealing with criminals. Its methods should be extended and their application made general. No longer should Justice be represented by the figure of a woman with bandaged eyes, holding in her hand, scales weighing out justice and punishing the guilty; but the figure should represent universal motherhood, with eyes wide

open to the possibilities of humanity and a heart throbbing with compassion and mercy toward her unfortunate children.

THE PRESIDENT: We will now listen to the opening of the discussion by Dr. William O. Stillman of Albany.

DR. STILLMAN: I congratulate Superintendent Scott on the splendid work which is being done at Elmira for the reformation of the class of persons who were formerly considered hopeless.

We have a very good illustration of the value put upon the progressive work which is being done in this country, by the rest of the world, from the splendid recognition which was given the Superintendent of our Prison Association when he was recently made President of the International Prison Congress at Budapest.

Of course we all understand that there are a certain number of cases which cannot be reformed, but this is an exception and does not prove anything against the rule that in the great majority of cases reformation is possible.

There is one point which has been made which, it seems to me, is a very important one; that is the necessity of extending the time for the maximum sentence of those sent to such institutions as that at Elmira, so that they can for a longer period be under influences which tend to reform. In most cases the time is not adequate to give the opportunity for obtaining the full benefit from the benign influences which are brought to bear upon those committed. It is really unfair to the criminal, as well as to society, not to give a fair chance for reform. The average sentence to many reformatories is altogether too short. I feel that the power to determine the duration of the indeterminate sentence should be left wholly to the warden or superintendent of the prison, instead of being fixed by the judge as is now done. But a step has been made in the right direction, and I have no doubt that in time the desired change will come.

I want to say here a word in appreciation of the work which has been accomplished in the way of reform by Superintendent Collins of our State prisons, who has made many advances and reformed many of the archaic practices existing within our State prisons, thus stirring up public sentiment in the right direction. I extend my earnest congratulations to him for what he has done.

A second portion of this subject, especially interesting, which has been referred to, is the necessity for reformatories in different parts of the State where those who have committed misdemeanors can be sent. There is a special need for those who are between sixteen and thirty years of age. Now it is a curious anomaly that during the year 1904, 1,059 felons, committed to the Reformatory at Elmira, were between the ages of sixteen and thirty, and during the same period there were 10,000 young men, within the same limits of age, who for minor crimes were sent to the jails and penitentiaries of the State, but who, instead, should have been received in suitable reformatories.

Why should this number have been allowed to go on under the hardening processes, a result of the influences under which they are placed when committed to jails and penitentiaries, until they become confirmed criminals, committing serious crimes, and then undertake to reform them? The State has created the very condition which it afterwards tries to overcome. You will readily realize the enormity of this defect in our laws.

Note that it is with this very class of prisoners, who have become hardened through association with other criminals, and who were at first committed for some minor crime, that our prisons are filled. The point which I wish to make clear is this:—that the great army of young men who are thus deliberately allowed to go to the prisons, under the old system, should be sent to the reformatories.

I think that you will agree with me that there is no excuse for this condition, and that proper provision should be made at once for this class of criminals. They should be placed under such influences as will bring them to paths of rectitude, so that they will become good citizens when released from prison. The system now pursued is poor economy, and shows a lack of good judgment.

It is a shocking illustration of the injustice and inconsistency of our present law. If a boy one day under sixteen years of age steals any sum great or small, he may be sent to a reformatory, where he is educated and given every chance to recover from his error. If a boy one day over sixteen years of age steals any sum over \$25.00 (which constitutes grand larceny, making the crime

a felony), he also may be sent to a reformatory, taught a trade, given an education and obtain the benefits of the parole system. But if, on the other hand, the boy one day over sixteen years of age makes the fatal mistake of stealing a small sum, instead of a large one, say \$3.00 (to steal anything under \$25.00 constitutes a misdemeanor), he can only be sent to a jail or penitentiary, to associate with tramps and other petty criminals, without elevating influences of any kind, but subject to degrading ones of the most objectionable character. Let me illustrate this injustice once more. A boy one day over sixteen years of age steals \$25.01. He may be sent to a reformatory. If the same boy steals \$24.99 he could not have the benefit of a reformatory, but must needs go to a jail or penitentiary.

I say, away with this injustice, which is working great harm to youthful delinquents. Let us have a reformatory for the misdemeanants, the petty criminals, and not wait until they have become hardened, and perhaps hopeless, before attempting to cure them of their faults. To correct this evil promptly is a bounden duty of the State.

The giving up of the State Industrial School at Rochester by the State affords the opportunity of using it for a State reformatory for misdemeanants between the ages of sixteen and thirty years, where they may be given an equal chance with male felons of the same age, and with practically no additional cost to the State, as they have to be provided for under our present system.

The following resolution was then offered by Dr. Stillman, and unanimously adopted:

Resolved, That in the opinion of this Conference there exists the most urgent need for a reformatory for male misdemeanants between the ages of sixteen and thirty years, that they may be given equal chances with male felons of similar age for reformation, as outside of Greater New York there exists in this State no place of commitment for such misdemeanors, except county jails and penitentiaries.

HON. THOMAS MURPHY, Judge, Juvenile Court, Buffalo: I have listened with great pleasure to the most excellent paper which has been read, and I have heard the discussion which followed.

I was a member of this Committee four years ago and appeared before this Conference and heard the paper on the Juvenile Court of Buffalo with great interest largely upon the theory that the belief would prove the true and correct way with juvenile delinquents. I come here to-day and announce the effect.

I happened to preside at the juvenile court and the police court at Buffalo. All children under the age of sixteen are brought into the juvenile court. All prisoners of sixteen years of age and upward are brought into the police court. It is a pleasure for me to say to-day that while we have had more than a thousand children brought into juvenile court, and more than four thousand into the police court where they are examined, that there are scarcely any of these children who are ever brought into the police court. There is scarcely any exception to the rule that the children who are brought into the juvenile court are never brought into the police court.

Also I find that the probation officer in the police court, is doing effective work in cases of minor offenses such as disorderly persons, persons neglecting to support their families, and other minor offenses. I find the probation work has had the effect of preventing men and women from having a criminal record, of keeping men and women and children from the penitentiaries and prisons.

We have heard this morning of the splendid work which is being done in the Elmira Reformatory, and what is true of that reformatory is true of almost all the reformatories in this State. I believe that the prisons are doing the very best work that they can do, and that to-day the prisons are run on the most economical plans possible.

But what are these prisons doing for the prisoner after he is discharged from prison, when he is turned loose upon society? When he returns to his old home a few of his friends may come back to him, but if they do so, probably under cover. But when he goes out to seek a position, he is met with the question: Have you been committed? Have you served time? Or if he attempts to enter public service, one of the very first questions of the paper is, Have you ever been convicted of crime?

A dinner may take place, for instance, his brothers and sisters and all his old friends may attend, but he is barred from going,

because he has done time. He is a man who is supposed to be an enemy to society.

I think, the most important point in the paper read, was the duty of the state to give the man or woman who has committed a crime, a chance to recover himself or herself in society after they have been released from prison and have shown themselves worthy of such recognition. That having done so they should be brought into court and the records wiped out, and then they should stand among their fellow men again as one of them.

I believe, and I think that you do, that if our sins are as scarlet, yet they shall be forgiven us, for who is there among us who has not sinned ? I believe that society should forgive one of its erring brothers or sisters.

PROF. FRANK A. FETTER: It is my pleasant duty to present each year to a class of forty young men and women at Cornell the principles of the reformatory system. We study its beginnings in the Australian colonies under Captain Maconochie and its introduction into Ireland by Sir Walter Crofton. We learn that in the Irish plan, later adopted by Elmira, the prisoners were first kept in solitary confinement for a brief period, were then employed in congregate labor, after which they were allowed to live on farms in a condition of semi-liberty where they were given a chance to show that they could be trusted; and at last, if they proved themselves worthy, they were paroled or given a ticket of leave and were allowed to return to society. At the conclusion of this study the class is taken to visit the Elmira Reformatory as the best example in the world of the reformatory plan. We are cordially received and we see and learn much of this remarkable institution. But I always come back with a sense of disillusionment, feeling how wide is the chasm that yawns between the ideal and the present realization of the reformatory plan.

Indeed it would seem that our practice falls short in a number of ways of the Irish system from which it was originally derived. There is no farm colony at Elmira in which the prisoner may for a time live under conditions that are fitting him for freedom. There is no adequate provision of parole officers throughout the state to look after the men when they are released. In Greater

New York, though this need is partially, it is far from fully met. The discharged prisoners should have better supervision to help them in making the difficult change from the artificial conditions of the prison to the world of competition and of the old temptations.

Even within the reformatory walls much is lacking to meet the demands of the reformatory ideal that every man should be personally and intimately known, helped, and guided, by an expert penologist. When the reformatory population was small, it was in some degree possible for the first superintendent at Elmira to give this part of the work his personal attention; but the more recent growth has given the superintendent an overwhelming task. With 1,500 men under his care and with the countless details of the business management, how can he carry on efficiently this personal labor of reformation? Men may be drilled in companies and battalions, but they can be reformed only when brought into personal relations with earnest and right-minded men. Reformation is education, and unless this spiritual need is provided for, stone walls and steel cells, bugle calls and trade instruction, still leave the reformatory little more than a name. It is still merely an improved prison of the old type.

This does not imply any reflection on the present superintendent who justly bears an unrivaled reputation in his profession. It means rather that we who are studying this question and the people of the state generally must recognize how imperfectly we are applying a plan which we all profess to approve; it means that true reformatory discipline requires more personal service, more natural conditions, and more ample financial support than are at present supplied; and it means that we should not now so much flatter ourselves on what has been done as advance our ideal of the reformatory plan and do more to attain it.

THE CHAIRMAN: The next paper is on "Criminality in Children; Some Preventive Measures," by Mr. Charles D. Hiles, Superintendent, New York Juvenile Asylum, Chauncey.

CRIMINALITY IN CHILDREN; SOME PREVENTIVE MEASURES.

Is a child under sixteen years ever a criminal in the moral sense of the word, and, if he is, how can he best be prevented

from continuing in that course? The accepted formal classification in the United States draws the line between infancy and childhood at the age of seven, and that between childhood and adolescence at the age of fourteen. Custom and the constitution agree upon twenty-one as the age at which the youth becomes an adult. Thus the most important period in a man's life, that between zero and so-called majority, is divided into three stages of seven years each. This is not a modern determination; rather a recognition of that principle in the Roman law which absolutely exempted a child from penalty up to its seventh year, and of the principle underlying the ascent to knighthood in the Middle Ages. In the King Arthurian cycle the infant in a noble family became a "page" at the age of seven. He was taught the etiquette of chivalry until fourteen when, as a "squire," he took the next step toward his goal. He was knighted with becoming ceremony on his twenty-first birthday. It is significant that the centuries, in this particular, knit themselves together. The subdivisions must always have been the result of design and not of accident. Doubtless certain phenomena were regarded as physiological turning points then, as they are now.

The brain has practically attained its normal size by the sixth year. The temporary, or deciduous, teeth are dropping. The patterns on the fingers are taking permanent form, to which form they will remain true until death, and until long after death. It is the dawn of school life for the average American child, unless that child has had the benefit of kindergarten training. It is the starting point on the journey, that which went before having been by way of preparation. To this point, no one holds the child to the least accountability.

The next stage presents a much more serious situation. Second dentition begins at seven and is a formidable factor until adolescence. While the increase in the diameter of the skull is imperceptible, if indeed there is any growth, the face increases in length in a marked degree. The legs, as if in sympathy with the face, grow longer with undue rapidity. Otherwise the body is enlarged by constant and proportionate growth until about the tenth year, when there is a rest of a few years. This is the almost universal experience. The report of the Massachusetts

Board of Health for 1890 says that "at eleven, there is a remarkably slow growth in weight and height in both boys and girls, less, in fact, than for several years preceding or subsequent to it." Dr. Hrdlicka, who examined one thousand street children for one of the New York institutions, found that at the age of from eight to nine there occurred the maximum number of abnormalities and that later there was a notable decrease. Professor G. Stanley Hall, in a recent copious and invaluable work, reports a finer adjustment at from nine to eleven and finds, in the period of existence bounded by seven and fourteen, that "reason, true morality, religion, sympathy, love and aesthetic enjoyment are but very slightly developed"—"Heredity is so far both more stable and more secure. The elements of personality are few. Books and reading are distasteful, for the very soul and body cry out for more active, objective life and to know nature and man at first hand." As the result of a critical study of school boys, Keys found three distinct plateaus between infancy and the sixteenth year: a slight increase in the sixth and seventh years; a more moderate growth between nine and thirteen; and a decided acceleration at fourteen, continuing until sixteen. There is very little increase in chest circumference between eight and twelve, yet the maximum rate of gain in chest expansion occurs at fifteen. Eulenberg examined three hundred cases of spinal curvature and reported that ninety-five per cent. were in children under thirteen. It has been established that there is unbalanced muscular development in this time of physical readjustment and, what is of more consequence, that the small heart of the child of from eight to thirteen is suddenly enlarged, resulting in excessive activity.

It is a matter of common observance that the timbre of the voice changes at this age, that children are restless, repeatedly revise their plans and that predispositions are more apparent. Other members of the body seem to subordinate themselves to the feet and hands. Teachers bear testimony to the swaying of the body, the awkwardness and to involuntary twitching of the eyes. Children grow taciturn, routine becomes irksome, there is an assertion of independence and a conspicuous lack of concentration. These tendencies are emphasized in this period of

transition. Children whose parents are not of the professional classes protest at this point against continuing at school. They are restless for the start in the race. They count as lost the time spent in studies that seem not to have direct application to the line of work they may have in mind. If parents stopped school at the grammar grade, the child is usually contented with one grade higher, to say the least, so that in this particular it requires, as a rule, some auxiliary pressure to get the stream to rise higher than its source. It is observed, too, that when children are in this crucial period, the family organization lacks adhesive force. Parental protection is too often regarded as a gratuity and in most homes there is a lamentable lack of obedience. Here, to quote Dr. Hall again, youth "attempts to carry out every impulse, loves nothing more than abandon, and hates nothing so much as restraint." It is the age when instinctive and hereditary influences are beginning to tell, when slang and stereotyped phrases and gestures are used, and when pernicious practices, seemingly spontaneous, are particularly prevalent.

This, then, is the marvelous change that comes over the average normal youth in transit from infancy to the borderland of young manhood. He is met with surprises and attacks at every turn. Nature seems to delight in hazing him. She pulls this member without reference to that; she devotes every effort, for a time, to adding to one's stature—then abandons activity in that direction and concentrates on one's breadth. There is no attempt at symmetrical treatment, apparently no continuity of policy, no explanation of the reason for alternate rests and rushes. We know that young trees, when blown by strong winds, put out new roots as braces that they may resist, when mature, the fiercest storms, but there seems to be no theory, not discredited, for disproportionate development in childhood.

In addition to Nature's handicap, the child must reckon with heredity. Parental incapacity, indolence, immorality, intemperance and criminality enter to embarrass the offspring. Dr. Samuel G. Smith does not accept the theory of impoverished or criminal heredity. "The baby can no more be born fore-doomed to a life of crime," he says, "than it can be born wearing a dress suit." Dr. Meyers also protests against frequent acceptance of

hereditary tendencies or fatalism. He would "distinguish sharply between forms due to constitutional inferiority and poor endowment and those due to adolescence itself and its disharmonies of thought, habits and interest." Nevertheless a percentage of youthful error seems to be the sin of the parents that is being visited upon the children. If we analyze the offenses committed by those in the prepubescent period, we discover a considerable number apparently chargeable to the immediate predecessors of the children and a proportion, vastly greater, in which the impelling force may be traced far back into the human family. At the last federal census there were, roughly, seven thousand children under sixteen in reformatory institutions, charged with truancy, vagrancy, incorrigibility, assault and disregard of property. The specific act, in most cases, classified as ungovernable and incorrigible, was absence from home over night or for several nights. This roving trait was responsible for all juvenile vagrancy and almost all truancy. Morrison classified all these as nomadic and estimates that one-half of the children sent to corrective institutions at this age are for offenses that are a reversion to the nomadic life. One authority asserts that the passion to swim greatly tends toward truancy. Most boys have longings for the sea. Garfield, at this age, resolved upon a sailor's life. A desire for a stimulant in the form of excitement is not unusual. For many years I observed an infant incendiary whose first public offense was committed at the age of seven and was repeated at nine and eleven, at which ages he was discharged from and returned to an institution. He was not an imbecile nor a defective; his acts seemed not to be volitional but to be mere rudimentary impulses. The run of the fire department and the spectacular effects of the flames seemed necessary to satisfy his craving for excitement. The trail of the serpent is in many of these lives and we can not deny the theory of inborn appetites and aptitudes. Dr. Holmes builded on fact when he constructed the biography of Elsie Vener. There are many later editions of that life and numerous replicas of Tess, the undesired.

While heredity and physical conditions assert themselves imperiously, one's surroundings play a very prominent part. The

moral standard usually recognized is the custom of the community in which one lives. The environment is reflected in the life of the child at adolescence. If there are no favoring conditions in it, if there is nothing to develop a moral nurture, then there is nothing to which the hereditary tendencies may be subordinated. But the influences are rarely negative, and as the child at this age is plastic to everything, he degenerates rapidly if his playground is fenced in by drink and debauchery, if he hears filthy stories, sees vile books and pictures and degrading plays. The stress of the city streets, irregular habits, late hours, observations of evil, and perverted appetites render diagnosis and treatment in each case difficult.

It is not surprising that so many children offend against public welfare in such manner as to violate human law. It is remarkable that more do not. We have seen that they must battle with congenital instability, with perplexing physical readjustments and an environment that is rarely helpful. For them the world is full of half understood things. Are they ever criminal, in the moral sense of the word? Certainly not. Mental responsibility comes long before moral responsibility. Moral responsibility does not begin until a child is old enough to discriminate between right and wrong and even then the power to do right may not be supplied. The fact that the child has not the power of reflection is to be cited in mitigation. In England the line of demarcation is sixteen. In Austria, a child under fourteen cannot receive public punishment except in extreme cases. In Germany, legal responsibility is made conditional for those between twelve and eighteen. One authority observes that children at this age "go 'wool gathering' and should be admitted to be legally irresponsible because every act proves an alibi for attention."

The guilt of the child has not been in question. Ordinarily the recital of cause and effect suggests the cure, but so long as the world teems with licensed vice, the causal factors of juvenile delinquency will remain beyond our reach. Society seems utterly incapable of establishing an effective moral quarantine. It is conceded that the children's court is a preventive agency. We are satisfied that it makes some lives better and none worse. The child gets careful individual consideration and humane

treatment. He may be checked in an unfortunate career and saved to society, but the very existence of this court presupposes guilt on the part of the child. The stream of juvenile criminality did not have its source in the public courts even in the old days. It is popularly supposed that these courts increased the pollution, but they were never the primary springs.

The probation system and the children's courts make possible a wiser discrimination in dealing with the hapless chaps, but when and how will it be possible for the State to go to the real source of juvenile delinquency? How are those who are serving manhood's apprenticeship to be taught to avoid the court, to defy their besetting sins, to direct the new powers and to arouse new ambitions? If we do not aid in this direction, youthful folly becomes habit. Even though the child may not be morally, legally or physically responsible, if we permit the repetition of minor offenses and do not intervene to counteract demoralizing influences, the product must later be made over in a reformatory. The boy imitates not only others, but himself. If he does a thing in a given way several times it is hard for him to do it in a different way. If this way has been the wrong way, it is most unfortunate. If proper direction has been given or the child has chosen the right way, it will mean that what the child has gained will be absolutely secured to it. Fixity of right habits is one of the keys to the situation. The repetition of minor acts holds and controls us as the threads bound and held down the giant. So strongly convinced of this fact was Aristotle that he defined virtue as the habit of right-doing. The cause of commitment in young offenders is not so important as the motive and the habit of thought. The cause of the causes is all important. There can be no doubt that almost all boys catch "bad habits" from their companions. Nothing seems more contagious, and knowing that companionship is essential and that it exerts an incalculable influence, our very best duty is to control environment. The problem would be half solved if society were to purge the city of its dens of iniquity. That does not seem to be a practical suggestion, however.

Perhaps we shall be wise enough before very long to extend the functions of our schools so that we shall have adequate and

compulsory and universal medical examinations: Of the last one hundred street children received in a New York institution for the neglected and delinquent classes, ninety-four had badly defective teeth. Bad teeth cause fermentation. The food is not properly ground and imposes a burden on the organs of digestion. It impairs nutrition and retards growth. Medical examiners would discover the dangerous percentage of contagious eye diseases. With the use of X-rays they would find the numerous cases of curvature of the spine. It was pointed out at the Syracuse Conference that in an orphanage near New York City, the X-rays brought to light the astounding fact that fully sixty per cent. of the children required treatment for spinal curvature. This treatment is given in the gymnasium and relieves the unbalanced pressure. A medical staff would correct bad habitual attitudes, weaknesses and many subnormalities. There are many cases of temporary retardation or arrested growth that require greater patience than a layman is apt to display. Hrdlicka's investigations established the bad effects, on the body and mind, of imperfect nutrition which is held responsible for much of precocious transgression. Medical attendants would see moral danger signals that might otherwise go unnoticed and if they had the confidence of the boys who are longing for wise counsel, could do a large work in fighting the scourge of our race, which, unrestrained, is so harmful to strength and purity. Such attaches would advocate and promote play under proper directions.

Leaving heredity out of consideration for the moment, all criminality is due to causes that may be defied and prevented. Constant care of, and intelligent interest in, youth in the formative period, rational treatment of the physically and mentally backward, fidelity to the cause of cleanliness, and judicious direction in the matter of the choice of companions, would work a revolution. Supplement this by a course that will generate and direct self-respect and self-mastery, and the result will be an improvement in the moral health of youth that will be reflected in the moral health of the State.

HON. ROBERT J. WILKIN, Judge, Children's Court, Brooklyn: When I received the telephone message from Dr. Barrows, asking me to open the discussion on the paper which has just been read,

I had anticipated that a copy of the paper would be sent to me so that I might see the particular phase of the subject that would be presented to you, but, that not coming to hand, I am thrown back on the body of the telephone message, which was to the effect that I would be expected to speak on "Criminality in Children; Some Preventive Measures."

I do not like the term "criminal children," because as viewed generally by the law, my opinion is that there are no "criminal children," as very few of them have what we understand as criminal propensities. After an experience extending over some twenty-five years, during which time I have been brought more or less in contact with many thousands of boys and girls who have been charged with various shortcomings, my opinion is as stated. It must be admitted that there are a large number of children who are taken each year by the police, by their parents or others, to the children's courts in our city, but my impression is that in many cases this is entirely unnecessary and should, as far as possible, be discouraged. In a great cosmopolitan city like Greater New York, with its polyglot population gathered within its walls, so often only recently come from far-distant lands, there can be no wonder that children crowded in the streets that are already filled with business vehicles and business people, will do something that will be contrary either to the law or to the ordinances. I have often thought, as I saw the policeman walking his post in such places, how much forbearance, how much intelligence really should be possessed by these public officers, in knowing when to speak or to act, and what action to take.

It is an interesting thing, and I would like to recommend it to those who have the time and the inclination, to make a study from the statistics and records, to ascertain if, in the Greater City, juvenile delinquency is on the increase or the decrease. The slight inquiry I have been able to make points to a considerable decrease, and I feel that it is a subject of congratulation that such is the case. I feel, still further, that if we had any other condition of affairs here, it would be a serious criticism on those many persons who have given up their lives to the study and reclamation of child life.

Now, as to preventive measures, it seems to me that, primarily, the cause of delinquent children is delinquent parentage. Let me instance a few examples. A rough man, careless as to the language he uses at home, carries on his conversation, interspersing it with profane, rough and indelicate language. This is in the presence not only of his wife, but of his growing children. The child looks to the parent, the only one who stands in authority over him, for his example; he learns his habits and his language from his parents. Is it any wonder, then, that the epithets applied by just these children to each other and to the neighbors, or to any one that they think has offended them, should be of the same character as the language they have heard at home? Frequently, in the children's court, boys and girls are brought before the court, charged with using bad language to their elders, to the police or even to their own parents, and the court is called upon to inflict a punishment upon the child who has copied his parents, and who, I am satisfied, believed that he was doing nothing more than he was privileged to do when he violated the law.

Again, the child hears the parent recount a story of having obtained something through an improper channel, by some sharp practice or by some dishonest act or action. The child does likewise. Is it any wonder that the boy, under such circumstances, feels that the only reason he is arrested is that he has violated the "Eleventh Commandment," that is, not that he has taken something that does not belong to him, but that his great fault was that he was caught?

Another instance,—the father of the family comes home and dilates upon the good luck he had the night before in playing a game of pinochle or of poker, or the mother tells of the exciting time she had at Mrs. So-and-so's, playing bridge, and they show how bright or how commendable their action was, by showing that they had won some amount of money. The child, in his street games, plays "craps." If proper for the parent, why improper for the child? If to win money at any game of chance is commendable, or, if you like, is innocent for the parent, why is it otherwise for the child?

On the other hand (and a discussion of this kind permits one only to touch upon the points for thought, which is my excuse for

not enlarging upon any of the subjects I have presented), the children must be ready for school in the morning; during several hours they are kept under the strict discipline of the school; and after school they are given the privileges of the street. In many instances what they do and where they go, or how they spend their time, is apparently of no interest to the parent. True it is, I know, that the man and father is away at his business. True it is, I know, that the mother, with probably several other small children and her household duties to attend to, has her hands more than full, to look after the matters of the home, and, consequently, the growing boy is given less attention than he would otherwise get. If the bad boys came only from such families, we might say that this was an explanation or an excuse, but, unfortunately, the record does not always show that to be the case, because many times do I have boys brought before me who are the only children in their respective families.

In many cases parents forget that their duties remain toward their children after night-fall, and whether a boy is at home or in the street, or what time he arrives home, is a matter apparently of no concern to the parent, who feels that he also must have his recreation and that in the evening. The result is that large numbers of boys visit the cheap theatres of the city where, under a thin veneering of moral teaching, there lies that which leads many boys to excesses and which finally brings them into the hands of the police. I need not call your attention to more than the titles of some of the plays given in our theatres during the present year, to convince you of this point for your thought.

There are a number of other phases to view, but only a little time is given us to consider them and, with your permission, I will make some suggestions that will help, I think, to correct juvenile delinquency.

Either make a vigorous prosecution of the laws relating to gambling, and build up a public sentiment against public and private gambling, or else do not prosecute children for playing "craps." In one of the leading newspapers, during the last month, there daily appeared a statement of the betting on whether Mr. McClellan, Mr. Hearst or Mr. Ivins would be elected mayor of this city, and the odds were given. If a boy reads the

newspapers at all, is it not reasonable to suppose that from such information as he gets from the newspapers, he will think that, after all, it is some blue law that is being enforced against him when he is arrested for playing "craps?"

As one of the inducements to dishonesty and stealing is the ease with which boys and girls dispose of stolen property, I would suggest the strict enforcement of and the exemplary punishment of those who violate the law in regard to junk dealers and pawnshops that receive stolen property from children, and I would recommend that particular attention be given by the License Bureau, to see that such places as had charges of this kind made against them, should not be relicensed.

When children are arrested, and it can be shown that in any way the children have disobeyed the law with the connivance, consent, or through the unjustifiable neglect of the parents, why should not the parents be held accountable for the child's wrongdoing? If the child was neglected or abused in any other way, or even if it was in destitute circumstances, the parent would be compelled to support and care for it. Why should he not then if, through the parent's instrumentality, the child has come within the purview of the criminal law?

It is a noticeable fact that more children are brought to the children's court during the vacation season of the public schools than at other times. It is also a noticeable fact that the children who are brought before the children's court are more largely those who do not attend any school than any others. Consequently, I would suggest for consideration, whether more attention should not be paid to the enforcement of the compulsory education law, and also whether the school vacation should not be very much curtailed or done away with entirely. I would not favor keeping the over-worked teachers constantly engaged at their work, but I would suggest for consideration the advisability of giving the teachers in the public schools their vacations at various times during the year, so that the schools themselves could be kept open during the whole year.

In conclusion, I would say that it seems to me that, as the main fault is with the parent, our greatest effort to prevent juvenile delinquency should be along the line of drawing the atten-

tion of parents to their responsibility. I would not close without saying that I am fully aware that there are most excellent parents, good, kind, Christian, interested people, who have children brought before the children's court. Of course these parents are the exception to the rule. And I would not for a moment have the idea go out that I did not think of and consider the unfortunate widow, with several children to care for and her own and their living to make, and the man whose wife has died and left him with several children to be both father and mother to, and the many other cases where the parent's care and love has been all that it can be, and still the unfortunate boy so misunderstands his duties that he comes into the hands of the police. In these cases, also, we must give great consideration, but it seems to me to-day that the great cause needing correction, is that of delinquent parents.

A MEMBER: I wish to take exception to one thing in Judge Wilkin's paper, the abolition of the vacation period. I am reminded of the man in the fable who seeing a fly on his friend's head tried to strike it off with an axe.

Many children who are not able to go into the country during the vacation period, are by the opening of the school playgrounds and parks, given opportunities for enjoyment that otherwise they would never have had.

As Judge Wilkin has said, for only a few hours each day the teachers are responsible for a boy or girl, then the responsibility of the parents of the child begins. And how often is this entirely forgotten; the parents of the child do not know where he is, or under what influences he may be brought. Again as Judge Wilkin has said, the teaching of the boy at home is such as to lead him to find something of value. It may be that he finds that a piece of brass can be marketed at a certain store for a certain value, and he finds a piece of brass before the latch of the front door, and then, perhaps, for a few moments he devotes himself to burglar work. From this he goes on until the entire year is devoted to that vocation.

SIXTH SESSION.

Thursday Afternoon, November 16, 1905.

PRESIDENT BLUR: We will now hear the Report of the Committee on Social Betterment, by Mr. Thomas M. Mulry.

REPORT OF THE COMMITTEE ON SOCIAL BETTERMENT.

It would give me great pleasure to discuss with you any of the questions properly coming before such a conference as this, composed as it is of men and women imbued with the unselfish ambition of bettering the condition of the needy and suffering.

The experience of those of us who have been long engaged in philanthropic effort is such that of necessity we have become practically familiar with the various forms of human want and of human effort to relieve it.

It is no trite thing for me to say that the philanthropic work in which we are engaged is a great function needing neither apology nor defence. As society has formed and its government has developed, experience has taught us more and more that what is covered by the word charities is primary or fundamental.

All thinking men, philanthropists and legislators, are now having the thought driven home to their hearts and consciences that the first work of society is the protection of itself in the mass by the appropriate care of the weaker individual.

As an illustration of the basic character of the purposes underlying this Conference I call your attention to the fact that at the Lord Mayor's banquet in the city of London, which is the great civic function of that ancient municipality, the Prime Minister of England, without announcement and amidst a silence as impressive as profound, astonished the assembly as he presented the very subject we are discussing now. And this was only last week.

The Guild Hall was garnished in the splendors of its state trappings. The royal golden service of the city of London burdened the board. There was present a great and distinguished company magnificently appareled. It was time for cheer and

wit and merriment. But Lord Balfour, the Premier, appealed to the splendid throng on behalf of the unemployed poor and the misery abounding in all London from their lack of work, and he dwelt upon the economic problem, how to lighten present want without increasing the burden of suffering in the future.

I quote from the press despatch in the "Sun:"

"At the conclusion of his careful, sympathetic statement he told his audience that it was their duty to help. He referred to the bill the government recently passed dealing with the unemployed, which, he said, was based upon a careful system of selecting deserving cases and avoiding the abuse of charity. He urged every man and woman present to regard it as a duty to see that adequate assistance is given through the channel of the new law to those who by timely help may be prevented from joining the helpless and hopeless class, which is a burden on the community and a disgrace to civilization."

Thus you see that the subject we are now considering and which will claim the attention of this Conference is the same as that receiving the attention of thinking men and legislators everywhere, and it is well for us that we are reading rightly these questions of the hour.

The formation of the committee on "Social Betterment" was apparently brought about by a desire on the part of the members of the State Conference to have one committee which might include within its scope any subject or subjects not discussed by the other committees.

But after all, every subject brought up at this Conference is related and has more or less bearing on the social betterment problems. It appears, therefore, to be the duty of the committee to single out some of the subjects which are perhaps the most urgent and the importance of which may not have been fully appreciated.

The Committee on the Treatment of Needy Families in their Homes has very properly discussed all questions relating to that subject; while our committee may suggest the consideration of such features of charity work as affect the various members of the family in their relation to society; and the study and consideration of the needs of individuals who are not fortunate enough

to have family connections, and for whom agencies for the treatment of the individual will have to be created.

With regard to the means needed to meet the requirements of these individuals who are members of families possessing homes, there is a large field for observation. This question offers two phases; the one as to what we should do for the members of the family outside of home in order to improve their condition and thus make the family self-sustaining; the other as to what we should try to do to remove conditions which, while good in themselves, tend to weaken the family and eventually lead to its disruption.

In the treatment of the individual who lacks family connection, the matter is more simple, since any consideration except that relating to his present necessity is unnecessary.

Concerning the treatment of cases under consideration affecting home life, we have presented the problem as to whether it is advisable to maintain social institutions outside of the family for the development of character; say for entertainment and amusement, and for support and sustenance, when the same effort performed in connection with the same individuals in their homes might have created better results, of a more lasting character and more wide-spread influence, because all of the members of the family would thus benefit by the work done to uplift the home.

This question will bring before us many others as sub-divisions of the main subject. We have social works intended for the benefit of people of this class, such as settlements, clubs and night schools for working boys and girls, day nurseries, visiting nurses, employment bureaus, etc., etc. Regarding each of these we might very well ask the question: "How much of our work should be done in the home and how much in the special institutions under these several headings?"

In the treatment of the individual and his necessities, about the only questions that arise are those concerning present or immediate want, lack of employment, illness, and, in the case of the very young or old, institutional care. This field while offering unlimited opportunities for the employment of charitable impulse and labor, requires no less study than the complex one

affecting the home life, but all these problems require intelligent treatment in order to make the work done effective.

The committee has arranged for the presentation and discussion of a paper upon settlement work, by those who are thoroughly familiar with this form of effort, and who will no doubt present the subject to you in such a way as to show its possibilities for good as also the evils of misdirected effort.

We have also arranged for the presentation and discussion of a paper upon "Some Conditions Affecting the Homes of the Poor." This is a timely theme. Some of our poor live under conditions no longer tolerable, and these must be changed. You will agree with me that this subject is of prime importance.

We feel that our programme as outlined will offer you ample means of arriving at true conclusions as to how far we should carry on the work of aiding the individual members of families outside of their home environment and what useful measures may be adopted for properly caring for individuals lacking home connections.

In the large amount of correspondence received by your Committee on Social Betterment, the dominant idea was the preservation and improvement of the home and the consensus of opinion was that the most potent factor in this work and the one most certain of results was the visiting of the poor in their homes. The friendly visit, the kindly word of encouragement and the tactfulness so necessary in obtaining the confidence of the poor in their many battles with adversity, have resulted in building up the courage and hopes of those who have reached the point of despair.

The day nurseries have been given a large place in the preservation of the home which appeals more favorably each day to those who work among the poor. The mother suddenly bereft of the support of her family by the death of her husband and with a number of children depending upon her, with a devotion to her family which dreads the thought of separation, is often obliged to break up her home because of the lack of a day nursery in the neighborhood.

All these suggestions of our correspondents you discover concern themselves with the home and its maintenance. Nor is any new thought or method offered.

Now at our conventions for many years the subject of the preservation of the home and keeping all those who are identified with it has been threshed out so that it would seem there is nothing left to be done or said on the subject, and yet the breaking up of homes continues. And who shall say that there is not a spirit abroad suggesting to many people that they shirk the responsibility of home life?

It is idle indeed for us to go over the same round of subjects year after year and return again to a fresh discussion of the same themes with the consciousness that nothing by way of progress is discernible.

Perhaps it were well for us now to devote some attention to the development of institutional affairs and discover what there remains for betterment.

We have succeeded in developing our private charitable institutions for dependents to a commendable degree. The State Board of Charities in its admirable supervision has produced excellent results. Is it not possible that we can round out our maintenance and watch-care by following this class out into an established position in life?

Very good results have come from the opening of such institutions as St. Philip's Home and St. Joseph's Home for Industrious Boys where young working boys graduating from our institutions have been provided for and safeguarded until such time as they were strong enough to be intrusted to make way for themselves.

The very same kind of idea has been carried out by the Children's Aid Society on the Kensico Farm, adding that in this institution they have done much toward instructing youth in the cultivation of the soil and in a knowledge of agriculture. There is an immense field for development here and one that should be very earnestly considered.

I am convinced that the work along similar lines should be done for dependent girls leaving our institutions, both by way of providing homes in the city for the unguarded and by way also of continuing their teaching in various trades as well as horticulture, and so providing the means for an honorable livelihood, and then, as with the boys, providing homes where they will find protection and watch-care as long as needed.

These are indeed large problems and the vision holds so much as one surveys the field of what there yet remains to do, it seems as if little has been done.

I must leave, however, the cataloguing of such subjects as I have mentioned and the great welfare work carried on by business establishments for later discussion or some other occasion.

May I not say, before calling for the papers, that I am with you all, in heart and effort, "to strengthen the things that remain," and to press along any new line of effort which offers only so much as a fair prospect of success, if by so doing we can bring in the betterment for humanity for which we strive and pray.

PRESIDENT BJUR: The next on the programme is a paper by Mrs. Melvin P. Porter of Neighborhood House, Buffalo, entitled "The Settlement Movement—Its Purposes, Benefits and Defects."

THE SOCIAL SETTLEMENT—ITS PURPOSES, BENEFITS AND DEFECTS.

After a trial of nearly twenty years during which the social settlement has developed in this country from a faltering experiment to an established necessity in city life, it would seem almost needless to discuss its purposes or its benefits. Miss Addams, Mr. Woods, and many other leaders of the movement have set forth its aims and scope in admirable manner. But lest there may be some of us younger workers who are so absorbed with the duties of the moment that we forget to look beyond our own field, let us consider at the risk of repetition some of the underlying principles.

To catch the real spirit and purpose of the settlement movement it would be well for us to come into touch with that master spirit who so strikingly both saw the vision and embodied its teaching in his own life—Arnold Toynbee. Full of the enthusiasm which a university training begets, possessed of wealth and power, he went to live and work in the Whitechapel district of London in order that he might share his opportunities with those who had none of the riches of life.

In America we take particular pride in our democratic form of government. We proclaim liberty, equality and fraternity to

all; but it is only in the last few years that we have come to realize that a democracy based largely on the ballot without the solidarity and unity of the masses back of it is an unstable government. The settlement attempts to build up the social organism of our large cities by bringing to bear on its neglected parts the influence of personal touch and education. The specialization of all sorts of industries has made it possible for the man with the fine home and large bank account on one side of the city to say it matters not to him how the people on the other side live. Let there be a strike among the plumbers, the electricians, the cab-drivers, or let there be an epidemic of small-pox in the community from which a large number of laundresses and day-workers come and how suddenly we are brought to see that we are all one social body after all and that no man liveth or can live unto himself.

The Fatherhood of God has been the creed of nations for centuries. The social settlement has forced thoughtful people to see that a creed which holds God as Father must of necessity recognize man as brother. The settlement movement has helped to interpret religion in terms of life and has thereby quickened and vitalized it.

The problems of the great American cities are fast becoming colossal. We are confronted not only by all the questions which arise when a great mass of people group themselves in a small area, but by the even more difficult ones of racial difference. Consider the task of promoting common interest and a common aim in a district inhabited by many nationalities.

One who has not entered into the lives and surroundings of the laboring people, who has not breathed the same smoky air, looked out upon the same dull and monotonous buildings, endured some of the inconveniences of cramped quarters, lack of bathing facilities, insufficient fuel and light and poorly cooked food, cannot well and wisely recommend plans for betterment. Much of the cant and many of the fine spun theories of social workers are dissipated when they come to know life as it really is. Coming to a girl's club direct from college, I was anxious to teach a class in Greek literature. Imagine my disappointment when I found that the girls could read only the simplest English in a stumbling

manner and usually went to sleep before the evening was over, tired out after ten hours work in shop and factory. Such an experience was necessary to show me why our girls and boys did not care more for books or literary classes.

The settlement is almost the only agency in many districts which by reason of its intimate acquaintance is able to report what forces are most potent in shaping public opinion, why the saloon-keeper and ward-politician are able to exercise so much power and the preachers so little, why the struggle between labor and capital grows keener as each succeeding wave of immigrants sweeps in to replace the established workers. Only one who has lived as a neighbor can gain an insight into the host of needs of families who are struggling under heavy odds to eke out a scanty living. Such a one understands why the only possible way of securing household equipment, anywhere from a wringer to a piano, seems to be by the installment plan of twenty-five to fifty cents per week, he can appreciate why chops and steaks are purchased rather than the cheaper cuts of meat which require long, careful cooking, when he realizes that the housekeeper often returns from a day's work at the last moment and with broken crates or boxes as fuel must prepare supper in a moment's time. He knows also why life seems little more than meat and drink, rent and shoes, when he considers the environment under which his neighbors have lived and toiled since they were young children.

The only real democracy which our working girls can possess is the democracy of dress. We need not wonder then that they attempt by means of showy hats and dresses and cheap jewelry to mingle on the streets, at the theatres and in public places as equals with girls of means.

If asked in a general way to state the main benefit which the settlement confers upon its neighborhood, I would say, "It lets in the sunlight." It first and foremost opens the blinds and pushes up the curtains. It calls upon the board of health to see that the dark hallways and alleys are lighted up and cleaned. It teaches both by example and precept that sunlight and fresh air are essential and necessary to right living. But it also lets in another kind of sunlight, which in turn reacts upon all around it, namely, the sunlight of hope, and beauty and joy. What settle-

ment worker has not experienced the rare pleasure of seeing the eyes brighten, the manners grow more gentle, the dress become more refined in many of the boys and girls who attend his classes? Pleasure and recreation so necessary to the healthy development of every life are both fostered and encouraged by the settlement. Sympathy, craved by every soul, and an opportunity to tell one's troubles which sometimes disappear in the mere telling are the touchstones which bring a settlement near to human hearts.

Is there some one ill or in need of nurse or hospital care, is there an unmanageable boy whom the overtired mother does not know how to get along with, is there a landlord who persistently neglects to repair the plumbing or roof, is there a deserted wife left to support her little children, is there a boy or girl hoping against hope to carry out a cherished plan for a trade or education? Each and all turn to the settlement as a friend and counselor. This faith on the part of the neighbors that the settlement is there to serve them is its most valuable asset. Miss Addams well expresses it—"One function of the settlement to its neighborhood somewhat resembles that of the big brother whose mere presence on the playground protects the little ones from bullies."

The settlement can and should be of great service in strengthening the organized forces for betterment operating in its neighborhood. It should coöperate with the schools by working with principals and teachers. Residents who are thoroughly acquainted with the homes can furnish valuable information as to reasons for truancy, irregularity, and the poor records of pupils. The churches need the intimate knowledge of their people which residents alone possess. The settlement ought to be a feeder to every Sunday school in its neighborhood. It ought to hunt out the homes without religious influence and seek to establish some church connection, realizing that religion is the greatest power for uplift in the world. The health department in its efforts to safeguard the public health may be greatly aided by the information and coöperation of residents who both see and know the real conditions. Every policeman in a crowded, neglected district ought to be stimulated by the spirit of the settlement, the earnest efforts to prevent boys from requiring the strong arm of

the law. The charity organization agents must find the districts in which the settlements are located vastly better equipped for helping the needy families. Their aid is born of a neighborly spirit and helps the recipient to help himself. To quote a worker, "The settlement carries no alms to varnish pauperism but strikes at the root of pauperism by deepening self-respect and self-reliance and stands as a door of hope to the otherwise hopeless in the opportunities it gives."

The work of the social settlement is truly twice blessed. "It blesses him that gives and him that takes." Every college, church or club which undertakes this form of social work finds its own life renewed through the broadened and deepened lives of its individual workers. What more hopeful sign do we mark to-day than the fact that so many young college people come to the settlement and say, "What can I do? I have been out of the world of life and action for four years and I long to do something for somebody else." They feel that the settlement affords an opportunity to express their ideals in terms of life. Mr. Robert Woods says: "The university settlements stand for a double sense of urgency on the part of the universities—the necessity of giving what they have in abundance and the necessity of gaining what they need in order to be true to themselves." Uptown churches are starting settlements in the neglected parts of their cities, realizing that their members will grow only as they share their blessings with those less favored.

The defects of the social settlement are not inherent, for it started out with no fixed programme and no prescribed methods.

The defects are rather the results of a narrow vision and of a natural tendency to do things in the easiest way. The idea of simple neighborliness which has inspired every real leader of settlement work is very apt to become obscured when the residents live in a large, institutional looking house with fine furnishings, have their work done by hired helpers and in outward appearance seem to live an entirely different life from that of the neighborhood. Many a mother has replied when urged to do something differently, "Oh you don't know anything about it, you don't have to do all your washing and cooking and sewing, etc." "Not money—but yourselves," were the watchwords with which

John Richard Green, Edward Denison and Arnold Toynbee kindled a new enthusiasm for humanity in the hearts of the English students. The keynote of the movement is the unselfish serving of one's fellowmen. Oh how much easier it is to hand out a check and say, "Hire someone to do it, I am not fitted for it." Canon Barnett beautifully expressed this thought, when in addressing a little group of Oxford students he said: "Vain will be music, art, higher education, or even the gospel unless they come clothed in the life of the brother men." Society will never be saved by machine methods but by the strong personal touch of kindred spirits. Settlements tend to rely too much upon contrivances, gymnastic apparatus, phonograph and stereopticon entertainments, etc. It is vastly easier to spend the evening in the gymnasium with a club of boys than to keep them entertained in the house, but the opportunity of personal influence is much greater when seated quietly in a little group than when engaged in a noisy game of basketball. Games, gymnastics, stereopticon pictures, etc., are all of great value, but they are only means to the end, not the end itself. One of our club leaders last winter noticed that the most promising boy in the club was fast becoming addicted to the cigarette habit. He spoke to the boy kindly but firmly, telling him how injurious it was and how much he personally disliked it. Four months later when this leader questioned the boy he replied that he had not smoked a cigarette since that night and had no intention of ever doing so again. That was the power of personal influence and affection developed through three winters of patient work.

The apparent need of publishing striking reports in order to draw forth financial support often sacrifices the real spirit of the settlement to an effort to make a showing of numerical strength. An attempt to report the number of calls made and received, the number of people helped must tend to sacrifice the spirit of neighborliness to that of business ability to accomplish a certain amount of work.

In another way the settlement seems to fail to realize its ideals through what may be called shortsightedness of its leaders. Busied with the necessary cares connected with the running of a considerable plant, the organizing of clubs and classes and the

securing of workers, many settlements consider that their work is limited by the boundaries of their neighborhood and they allow the routine of daily duties to keep them from aiding in the larger field of civic work which ought to distinguish every center of social service. Some one has said, "We hide our light under bushels of little boys." Success has been defined as "The art of never spending five dollar time on a fifty cent job." Many workers of ability to deal with large questions allow their time to be so absorbed with small matters that none is left for really constructive work.

The migratory habits of the residents is another serious hindrance to the realization of the highest ideal. Settlements are necessary training schools and fields of observation, but one's ability to serve really his neighborhood is developed only after months or years of careful study and patient effort. We can expect only meager results when we realize that ninety per cent. of our settlement residents leave their neighborhoods at the time when they might render their most valuable service.

To my mind, the most vital shortcoming of the settlement is its disregard of the importance of spiritual power as the highest agent in transforming character. I doubt if a settlement worker is to be found who cannot trace his longing to serve society back to a religious conviction of his duties as a son of God. Yet how few give recognition to this power in their daily conversation with men. What wonderful spiritual lessons we all learn from some poor soul struggling beneath an almost unbearable load, but how few we as workers really impart. In our desire to be wholly unsectarian and to avoid any appearance of proselyting we almost ignore the power which alone in many cases can brace up and sustain faltering character. We all need spiritual uplift, we need a higher power to inspire us in moments of depression and to lead us out upon the mountain top where we may catch broader visions. But how much more do those who are compelled day in and day out to live in cramped surroundings and to toil at hard, unpleasant tasks need to know, "That all things work together for good to them that love God."

Aurora Leigh in that wonderful poem of Mrs. Browning's, telling of the dwarfing life which she was at one time compelled to lead, says:

"I was not, therefore, sad;
My soul was singing at a work apart
Behind the wall of sense, as safe from harm
As sings the lark when sucked up out of sight,
In vortices of glory and blue air."

And again she says:

"I had relations in the Unseen, . . .
I kept the life, thrust on me, on the outside
Of the inner life, with all its ample room
For heart and lungs, for will and intellect,
Inviolable by conventions. God,
I thank Thee for that grace of Thine!"

This faith and breadth of vision it is the privilege and duty of the social settlement to carry into the dark corners of our great cities.

PROF. DUTTON: The settlement work has done nothing better than to reveal to all teachers, civic officers and citizens the proper attitude which men and women should sustain to each other. I am glad to have Mrs. Porter emphasize the highest of all ideals suggested by the words "The Fatherhood of God and the Brotherhood of Man." I am sure also that she is right in saying that churches, schools and other organized religious and ethical factors have been instructed and inspired through the settlement movement, so that their work is becoming less formal and more human and sympathetic. We all remember that greatest of all commandments, and that greatest of all answers to the question "Who is my neighbor?" in the story of the Good Samaritan. Settlement workers all over the country are following the standard set in that story, and are answering that question in a concrete way.

As to the faults of settlement work, I have nothing to say. All high effort is apt to be faulty, even though successful; but the best workers are those who can recognize their defects and try to correct them. The schools of the country, under the influence of these philanthropic movements, are trying to do many things. In the first place they are undertaking to prepare children and youth

for life and for vocation. In the second place, they are becoming centers of interest and association for the whole community. Third, they are relating themselves to other social and educational forces, so that all children, through the means of culture afforded by the community, are enriched and broadened. Fourth, city school systems are doing much to extend education to adults through night schools and free public lectures, of which we have the best examples here in the city of New York. And fifth, parents and citizens are organizing themselves into groups for the sake of developing a better educational spirit in the community.

The Speyer school, connected with the Teachers' College, Columbia University, and which exists through the generosity of Mr. and Mrs. James Speyer, was established in 1899. It is now located in a new building at 94 Lawrence street. The plant consists of a five-story structure, equipped with all the accessories of a modern school, including a kitchen, sewing rooms, shop, gymnasium, library and reading rooms for both children and adults, also rooms especially adapted to supplementary classes and clubs with an apartment for accommodating the eight social workers and resident teachers, and, above all, a roof playground. This school is free and is utilized for experimental and practice work in connection with the Teachers' College. The extension or neighborhood work is an attempt to show how the school can minister to the needs of the community in a larger way than simply to instruct its children. The locality has been carefully studied, and the people whose children are connected with the school are classified and to a certain extent organized into groups for various forms of self-improvement and club work. The result has been a very strong *esprit de corps* and a real neighborhood spirit. The young people graduated from the school are kept under the watch and care of teachers and neighborhood workers, and special effort is now being made to discover ways of assisting them to find the right vocation and to be successful in it. In other words, it is believed that this neighborhood work should be of an educational character, and that suggests the idea that schools may specially confine their efforts to those lines of work which will help boys and girls to tide over the dangerous and critical stage when they are finding themselves and becoming

established in their vocation. This means that the school should be a home to them while they are there, that teachers should have a strong personal and sympathetic hold upon them, and that the doors of the schoolhouse should be open to them afterwards, giving them an opportunity to carry on their studies and pursue forms of culture which will not only save them from the evils of city life but will give them the right ambitions and eventually help them to make homes of happiness and thrift.

MR. HAMILTON: The thought of the paper has been drawn out and left by the last speaker at just the point where I wish to take it up. He has referred to the social work of the schools and I greatly sympathize with this tendency. At the same time I recognize difficulties in the way of developing the altruistic spirit, or the spirit of social service, through the agency of the ordinary schools. The pupil must, and very properly, be moved in his academic work by egoistic motives—hope of better social position, or larger earning power, or higher culture. The settlement is better qualified to quicken and develop the altruistic, or community-serving spirit. It may be so situated as to supply the requisite training as an incident of its primary function, laboring for the improvement of neighborhood conditions. Groups of boys and girls may be brought into active and effective coöperation with people of maturity and skill in such matters and actually achieve social results while they are in training for larger future service. Our recent fight in the lower east side of New York, under Mr. Charles B. Stover's leadership, to prevent the construction of an elevated road along Delancey street and to induce the city to convert this wide street into a shaded boulevard was greatly aided by our settlement groups, by the older girls who raised money for the campaign fund, by the older boys who helped to secure a monster petition, by the little boys who widely advertised a mass meeting. The settlement director, or the group director, may thus frequently employ the laboratory method in an extremely fascinating form. The pupil feels that he is doing something that is worth while, and he is, in fact, getting educated in this best of ways without knowing it. It may be wise for the settlement to keep as free as possible from ordinary school teaching that it may better employ its energies in this way. As a

general principle it should make social service its first consideration, but if it can, without interfering with this, increase the circle of consecrated social servants, it will have found a secondary function of scarcely less importance than its primary function.

HENRY M. LEIPZIGER, Supervisor of Lectures, New York City: I want to take a slight issue with my dear friend. It seems to me it is not the duty to prepare other institutions to co-operate in the work of the settlement, but to inspire them with the proper spirit, and then to direct their energies in other channels. It seems to me that the democratic school has for its purpose the development in a larger sense of the relation to the civic community.

It seems to me that the real object of the settlement is not to turn the schoolhouse into a settlement, but to teach the teacher to become a social worker. This is my idea, and I think it is the idea of every settlement worker. The day and night schools are approximating in that way the purpose of the settlement worker. With their provision not only for children but for adult education, with gymnasiums for physical development, and with those pleasure grounds for summer, and with its splendid equipment all through the congested districts of the city, see what the city is doing along these lines. Hence they are carrying out the idea of the settlement worker. Formerly, the New York Kindergarten Association sought to work along these lines among these classes, but now it is no longer necessary for them to maintain such schools, as there are five hundred maintained throughout the vacation period. The finest work done in New York City is done during the summer months.

The old saying is still true, that satan finds work for idle hands to do. And there is no season in which he finds as good an opportunity to do this as in the summer.

In conclusion I would say that the settlement spirit is broadening, and that it is becoming a part of the school life of the city.

REV. DR. LEIGHTON WILLIAMS: I believe that the settlement work is to develop until every home is essentially a settlement. As I view it, the progress now going on is such that it may be comprehended in the one word, socialization. This progress is going on in all the vocations of life, in the home, in the school,

in all our great institutions through which society is built up; all of them mean social work. The church is being socialized. The progress is going on there as elsewhere. The school is being socialized. The settlement spirit will develop until every home is actuated by its spirit.

THE CHAIRMAN: We will now hear the reading of a paper by Mr. John J. Fitzgerald, Secretary of the Society of St. Vincent de Paul, on "Some Conditions Affecting the Homes of the Poor."

SOME CONDITIONS AFFECTING THE HOMES OF THE POOR.

The word "Home" needs describing in these days of artificial life, especially in great centers of population such as this metropolis.

The word "Home" formerly meant the house where one was born, probably the house where one's father was born; the place where one's childhood was spent, and clinging to it in memory was the old schoolhouse where one went to school; the church where one received early religious training.

That a house could be loved on account of its having been a father's home, may seem to many a fanciful assertion; but however one may be disposed to make light of it, the fact is no less certain that nature wills it so. Those of us who were blessed with a home of this character can testify to the love that clings to the house where we were born.

Evolution in our great city, in its buildings, in its homes, in its methods of transportation, in its methods of living, has brought about conditions which do not all tend toward the improvement of the condition of the people. Our very lives are artificial, and almost directly opposite to the divine and natural order of things. It is fair to state that there are many thousands of men, women and children in this city who rarely come in contact with the earth (I mean the soil) from the beginning to the end of the year. Old men, young men and young women in the morning rush for the office or store where they are employed, traveling by rail underground, overground or on the surface, whichever is most convenient, and stand behind the counter, sit at a desk, or work in the factory all day, and return at night by the same route, thereby seldom indeed actually touching the soil.

Living under such artificial conditions is bound to bring about artificial results. The homes are artificial, made up as they are of three or four rooms anywhere from two to seven stories above the street. The people who live in this class of homes make up the vast majority of the population of this city. How can love of home be fostered, when the very word "home" is a misnomer? Many houses and tenements of the poor are mere places of shelter, or temporary places of abode. Families move so frequently that the children grow up without associations of childhood. Character upbuilding under such circumstances would seem almost miraculous.

The subject assigned to me is so broad, and there are so many conditions which affect the home life of the poor, that I will not attempt to discuss all of them.

"The poor ye have always with you." These words of our Lord show that we are dealing with conditions that have always existed, and will continue to exist.

I might assign as the first cause of poverty the natural inequalities of man. In times of plenty the employer cannot be choosier in selecting employees; as an expediency he is forced to accept those who are seeking work, and it follows that during industrial depressions the first to lose work are the physically inefficient, or I might better describe it, as those less able to bear their share of the burden of toil.

In referring to the condition of the poor, it seems that records are very incomplete. This applies not only to our own city and State, but quite generally applies to every state, and to the country at large. When we speak of the poor, it may not be generally known to what portion of all the people we refer. From the best data obtainable, which is not authentic (that is, it is not a matter of absolute record), more than 6,250,000 families, one-half the population of the country, have no share in the nation's wealth, and have practically no resources whatsoever except what they earn at their daily occupation. Let us consider in connection with this statement, figures from the census of 1900. The number of unemployed at some time during the year was 6,468,964, or 22 3-10 per cent. of all the workers ten years of

age, or over, engaged in gainful occupation; and further 39 per cent. of the male workers unemployed, or 2,069,546 persons, were idle from four to six months of the year.

In the light of these facts, let us consider another fact. The most fortunate of the laborers with families to support are not very far removed from want, only a few weeks at the most. From these statements you can readily grasp the vast amount of poverty and deprivation we always have in this great city.

Aside from the loss of employment from the natural inequalities of man, there is one other cause which we must not overlook; that is, loss of employment by accidents. A record of accidents from all causes cannot be had, as there are no complete figures; but I quote from the Inter-State Commerce Commission regarding railroad accidents in the United States during the year 1902:

"Eight thousand five hundred and eighty-eight railroad employees lost their lives in the discharge of their duties; 64,662 were more or less seriously injured; that is, one-quarter of one per cent. were killed, 4 per cent. injured."

Another important condition which affects the lives of the poor is the separation of employer and employee, which is certainly a great disadvantage to the employee. The great institutions of commerce at the present day make it almost impossible, if not absolutely impossible, for employers to know all their employees. This is a condition rather difficult to regulate or improve, as the science of work is the correct distribution of labor; therefore of necessity the employer must distribute his labors. The laborer is employed and dismissed by a superintendent, foreman or assistant foreman, without ever knowing his real employer, or having been known by him. This, of course, eliminates all personal equation. In a measure the employer is relieved of personal responsibility, and the employee is deprived of personality.

Such a condition, beyond question, works to the detriment of the employee. This does not mean that opportunities for advancement no longer exist. On the contrary, there never was a time in the history of business in this country, that the ambitious and competent employee had better chances of advancement than

at the present time; for in all business enterprises of great magnitude it is difficult to find men capable of filling the responsible places.

This, however, has little bearing on the mass of employees who have not the capacity, either by nature or training, to fill such positions.

A generation ago, when business was conducted on a lesser scale, the employer to a considerable extent, was personally acquainted with all his employees, and in many cases was acquainted with their home life. This being true, in times of depression he was able to exercise some discretion as to those who would suffer most when out of employment. The exercise of such discretion, in a measure at least, removed one of the causes of poverty.

Now that we have shown the rather unequal struggle of the poor, there is another matter that must not be overlooked, as it is of vital importance; that is, the homes of the poor. Ninety-four per cent. of the homes in the borough of Manhattan are hired. Professor Alfred Marshall, in speaking of the necessities for the efficiency of an ordinary unskilled laborer and his family, includes a well-drained dwelling with several rooms. This is truly one of the necessities denied to many of our poor, as the high rents in this city make such a necessity impossible of obtaining.

This is a matter of vital importance, for if our poor have unsanitary homes, without proper light and air, their ability for work must be correspondingly diminished. Conditions in this respect have materially improved in recent years, and no doubt discussions such as are had at conferences of this character, have no small part in bringing about such improvement. There is still much opportunity for improvement, and no doubt the new avenues of transportation which are now either in course of construction, or being planned, will relieve the congestion of the more densely populated sections of our city.

The furnished room evil is a cause which I cannot pass without comment. Thousands of young people commence life in furnished rooms. Living in this way, without home ties, and with nothing material to bind them together, is not for social better-

ment. In times of adversity or distress, families of this character drift apart, and lives that under other circumstances might be useful, are wasted.

Some of the apartments which were purposely planned by well-meaning people to meet the requirements of those who are not able to maintain homes of more than two or three rooms, fall far short of fulfilling the mission for which they were intended; and from information which I have gathered in the work of the Society of St. Vincent de Paul, I have found that some of the apartments of this character furnish shelter, not homes, for a class of people for whom they were not intended.

Some of the best known methods of improving the condition of the poor are clubs for boys, settlement work, summer outings, and lodging houses for boys. We do not question the motive or the effort. The very fact that good men and women give the best years of their lives to such work, places motives and efforts beyond dispute. The only matter open for discussion is the direction of the effort.

There is need for settlement work, or work of this general character. We should have places of amusement for boys, where they may engage in innocent amusement and be free from the evils of the street. In clubs and settlement houses they can enjoy their games without interfering with the rights of others, which is almost impossible on the streets.

In admitting boys to these clubs, etc., however, we should be careful to learn whether it meets the approval of the parents, and also to learn whether their visits to the club interfere with any duty, as boys sometimes neglect duty for play. The character of the charitable work to which I have referred seems to have a tendency, more or less, to attract the young from their homes; which, in my judgment, is not altogether good. It is rarely, indeed, that a boy who turns his back on his parents' home because of a spirit of dissatisfaction, turns out as well as if he had remained under his parents' roof. This does not refer to the honest boy who is compelled to leave home to secure employment, but never forgets those at home. It is true that places should be provided for the amusement of the boys and the children; but the home is the place where the greatest effort should be spent.

Would the same strong motives and earnest effort directed along other lines produce better results?

The home is regarded, and must always be regarded, as the unit of society, the very foundation upon which the stability and permanency of a nation depends. No city, state or nation can ever rise above the level of the homes of which it is made up. Wealth, power, and all that both can produce, may not make a good home. In fact, it is an open question if homes supported by such attributes contribute their full share to the qualities which make a nation great.

What does it mean to be poor? It means living absolutely without any of the luxuries of life, and sometimes without the actual necessities. It means a life of labor, burden and suffering, with not much brightness. It means that the parents are deprived of most of the comforts of life, but, worse still, are compelled to deprive their children of the comforts as well as the better opportunities of life. It means a condition which has driven many from higher stations in life to suicide. How often have we read of persons in the higher walks of life, who, because of loss of property, which would not reduce them to poverty, have destroyed themselves with their own hand.

Do we in our charity sufficiently consider these conditions? Do we not sometimes blame the poor for failings which we ourselves possess? And could we bear the burdens and sufferings of the poor without complaint? How much do we really give of our own effort to improve the conditions which we know to be so dreadful? If we question ourselves deeply, we may come to the conclusion that we have little or no charity at all.

If we could make the home life brighter and more attractive, we would accomplish much. There is plenty in this great city to attract the young from their homes. What can we do to attract them to their homes? Is it not time that some greater effort should be spent along these lines?

I sometimes think that we spend too much time trying to correct the results of mistakes, whereas we should commence at the root and try to correct the cause of the mistakes.

What has a generation done for the poor? I will not raise the cry of the demagogue that it has made them poorer, for I do

not believe that cry is true; but it has created bitterness. The gulf between the rich and poor has widened and is widening daily, and the feeling of bitterness of the poor toward the rich is increasing. How could it be otherwise, when able writers for papers and periodicals devote their talents towards creating class hatred by pointing out wrongs, real or imaginary, without offering any tangible method of improvement. What does this lead to? Socialism and anarchy. What will prevent it? Charity. Not the giving of large sums of money for charitable purposes alone, but giving one's self, one's own efforts for the improving of and uplifting of the poor.

There is nothing, in my judgment, that could be done for the poor that would produce better results than visiting them in their homes and approaching them on a basis of equality with words of kindness, by those in the more fortunate walks of life. It would be elevating to the poor, and it would be for the moral and social betterment of the visitors. In the present age we frequently read of fabulous gifts which are intended for the good of the poor, but I firmly believe that with the expenditure of the same sum, a far better result would be obtained if the donors could give a portion of their lives to the visiting of the poor in their homes. The gulf between wealth and poverty would be bridged if all the wealthy could understand the hardships and privations of the poor in their homes; for nothing leaves a more lasting impression than that which comes under our personal observation. The spirit of avarice on the part of the wealthy, and the spirit of hatred on the part of the poor would be removed if the rich would grasp the privilege (it should be considered a privilege) of visiting the poor in their homes.

Work among the poor should always be based on a spirit of religion, and the creed of the poor should always be respected. Charitable work predicated on other lines, in my judgment, will not produce the same lasting results.

I am a firm believer that true religious sentiment is the root of all that is good, and in these days of strife we should stand together in encouraging those sentiments. The time is coming, and it is not so far away, when we will be glad to know that the poor whom we assist are strict members of some creed, and we

will not have any desire to see them change their faith, lest they lose what they have and take nothing in exchange.

One of the causes which affect home life among the poor and rich alike, is lack of religious sentiment. An able writer and student of the home and economic conditions, states: "It is a matter of consternation and deep concern that the moral standard of American life is deteriorating. In the hustle and bustle of every-day business activity, we have astonished the world, but morally we are rapidly going astern."

This is truly a lamentable state of affairs, and it behooves each and all of us to do what we can to stem this tide of indifference. Is it sound logic to maintain that it requires constant effort to build up the mental and physical man, but that the religious side will prosper without care or training?

History of all the nations of the world proves that charity and religion travel hand in hand, and the decline of one is the decline of the other.

It is a fact that within the borders of our own State, in the rural sections, there are hundreds of hamlets, in each of which a clergyman was supported a generation ago, where services were held in the church every Sunday; and now there are no clergymen for these churches, and the churches are tumbling down. This generation will neither repair the church nor support the clergyman. The spirit of irreligion, or atheism, is growing. Instead of the sturdy old type, strong in its devotion to God and fervent in prayer, we have the new generation which cares little for either.

The sentiments which I have expressed with respect to the decline of religious sentiment, also the inseparable relations of charity and religion, are matters of conviction with me. Therefore I would respectfully suggest that every member of this Conference carefully study these two subjects, and if they agree with my sentiments these matters would justly be subjects for greater consideration at future conferences of this character.

MR. HERBERT L. SATTERLEE, of the Seamen's Institute, New York City:

Mr. Fitzgerald has interestingly discussed the lack of home surroundings of the poor on land—how much more can be said in

the same strain concerning the life of the sailor! All sailors are poor, and from the nature of their calling, their lives are spent almost entirely under conditions where anything approaching home life is absolutely impossible. Almost every one is vicariously familiar with the sailor's lot on board ship and knows that his mental, moral and physical condition is entirely in the hands of his captain, who is legally bound only by the laws of the United States (or those of the nationality of the vessel), and who is answerable only to her owners. For Jack afloat, but little can be done, except to provide him with certain necessities and small creature comforts and with reading matter. When he comes in port he has no home to which he may go (I am speaking of the vast majority of seamen who come to a large port like that of New York), and unless someone stretches out a helping hand, he falls an easy victim to the class of men who for generations have preyed upon his kind. Not only deep-sea sailormen, but those who live on coasters and vessels engaged in the fish and oyster trade, and on canal boats are peculiarly homeless on shore. Every other class of laboring men has at least a hut or a cabin or a room in a tenement that is, at all events, a lodging, even if it cannot be called a "home." Fortunately, there are in the city of New York at least three societies whose efforts are devoted entirely to ameliorating the condition of sailormen, and one, which has adopted such help and modern methods that surprising results have been achieved.

When a ship comes in from a three or four months voyage and anchors at quarantine, the sailor's work is over. After passing the health officer's inspection, the vessel is towed to dock as soon as may be, to discharge and take on cargo, and longshoremen, watchmen and riggers do all the work that is to be done on her. As a general rule, as soon as the health officer's boat has left the side of the ship, the boarding house runners and "crimps" clamber over the side and soon have the sailors and their luggage in small boats on the way to the city. A sailors' boarding house, with plenty to drink until they are shipped again by some agent, is the best that they can hope for. Of course, the wages of the voyage are spent in carousing or are stolen from them, and they are shipped in debt for a month's pay in advance, which they

have assigned to some "crimp" or liquor dealer and without a proper outfit of clothing, so that they must go in debt to the ship and be supplied from the "slop-chest." Naturally, they have seen nothing of the city, its churches, museums, art galleries or libraries, they have had no glimpse of home life and probably nothing even to amuse them, unless they have been to some theatre. "The Seamen's Church Institute of New York" has changed all this for the sailor who takes advantage of its organization. It maintains at the corner of West and Houston streets, a reading, entertainment room and church; an auditorium, reading room, etc., at 34 Pike street (not far from the Brooklyn bridge); a reading room at 21 Coenties Slip (near the winter station of the canal boats); a reading room and shipping office at No. 1 State street (next to the British Consulate); a floating church at the foot of Pike street; a Sailors' Home, where seamen can board, at 52 Market street; and reading, writing and billiard rooms at the Bush docks, South Brooklyn. This institution was organized under the auspices of the Protestant Episcopal Church in 1844, and has quietly prosecuted and enlarged its scheme of work, until it now maintains the extensive plant which I have briefly described, as well as the steam tug "Sentinel." This tug meets the incoming vessels as promptly as the boats of the "crimps" and boarding-house runners, and the agent of the Institute solicits patronage as insistently as the others, but without using liquor as an inducement, for the work is entirely along temperance lines. During the current year the "Sentinel," at all hours of the day and night and in every kind of weather, has made her visits to ships at anchor in the harbor and bay, taking men from some of them to the Sailors' Home and State street station, and carrying crews from the Institute to other vessels. This is her third year of service, and it was not until she had been running for upwards of a year that, for the first time probably in the history of the port, an entire crew of seamen was put on board an outward bound ocean-going vessel, all sober, fitted for the voyage, with money in their pockets, and better mentally, morally and physically for their stay on shore. These men spread the news of the work of the Institute, and now the station at No. 1 State street does the business of a large shipping office,

adhering to the law that no fee be charged, and this practically up-to-date method of helping the sailor is finding a warm and ready response.

During the current year there has been deposited by seamen for safe-keeping and transmission to dependent relatives, wages amounting to \$95,161.23, the greater part of which would probably have been squandered but for the existence of the Institute. In twelve months 5,357 sailors' boxes, chests, &c., were stored and cared for while they were ashore and given back to them when they shipped; 1,453 men were shipped for voyages and 531 were provided with temporary employment on ships. The number of ships for which entire crews were supplied by the Institute was 107, and 4,014 visits were paid to sailors on ships, small vessels and in boarding-houses and hospitals. The reading rooms and social meeting rooms have been patronized to a great extent, the records showing 166,048 visits of seamen and 4,663 visits of officers and apprentices at all the stations, and the facilities given in a quiet and decent place for writing letters home have resulted in the handling of 31,085 pieces of mail. The attendance at entertainments (smoking, concerts, &c., given weekly) was 10,018. The foregoing figures briefly tell the story of this growing work.

London, Liverpool, Montreal and all the important British sea-coast towns have Seamen's Institutes, or buildings where work similar to that of the New York organization is carried on, and it is now proposed to consolidate the work of the different stations in a building to be erected at the northeast corner of South street and Coenties slip. In this building will be a free shipping bureau for seamen, where captains can meet men looking for work and be provided with crews, club rooms (provided with games, newspapers and other reading matter), conveniences for writing, a post-office, a savings bank department, a large meeting hall for lectures and other entertainments and rooms for 250 or 300 seamen, arranged on the same general plan as in the Mills Hotels. When the liberality of the people of New York shall have made this building a reality, then the sailorman will have the nearest approach to home life which can be provided for him, and the decency and comforts of the surroundings may lead him to work for a home of his own.

REV. SAMUEL SHULMAN: I wish to suggest that it seems to me that an official institution cannot altogether take the place of a personal one. I cannot conceive a work like that of the settlement, dying out; it may find new channels for itself. I do not see how the machinery created by the State can altogether take the place of that which is being done in the spirit of personal sacrifice, and the coming in of personal contact. I do not think that the work which is being done in the public schools can altogether take the place of the settlement worker. It seems to me that it is a misconception to think that the true spirit of settlement work can be carried out by state machinery.

It is true that in a number of public schools the settlement work has been taken up, but the original settlement idea was that a number of people who had the advantage of culture, refinement, and leisure, should simply reside in a neighborhood where the great bulk of the people had none of these advantages. They became a part of the neighborhood, taking a prominent part in the ordinary interests of the neighborhood, not necessarily by establishing an institution, but simply and naturally taking a part in the public life of the neighborhood, and being good neighbors to the others living in the same district. Public schools cannot do that work.

SEVENTH SESSION.

Thursday Evening, November 16, 1905.

THE PRESIDENT: We will open this meeting with the transaction of unfinished business, if any; if not, we shall have the pleasure of listening to Dr. William O. Stillman, of Albany, in the "Report of the Committee on Enforcement of Law and Elimination of Politics in Charitable and Correctional Work."

ENFORCEMENT OF LAW AND ELIMINATION OF POLITICS IN CHARITABLE AND CORRECTIONAL WORK.

While the party slogan of "To the victor belong the spoils" has not yet become obsolete, while the test of party service is still upheld as a reliable criterion of fitness for public office, while the blighting effects of these conditions on the efficiency, purity and progressiveness of such service is still not universally accepted,

it is eminently proper that a gathering of this kind should give careful attention to the problem of the elimination of politics in charitable and correctional work.

Such elimination must, in its last analysis, be considered as but a side issue in its general elimination from the mechanism of subordinate governmental administration. In the interest of a high grade of public service and to insure freedom from corruption this elimination must ultimately be accomplished. But how? How shall we separate politics, which is the medium for expressing public policy, from the control of the institutions of which it is the creator and director? How shall we, in our own government, divorce power from the abuses of patronage? This is a problem which must be solved to insure the final success of our so-called governmental "experiment."

With the current unquestionably setting toward public ownership of great utilities (both municipal and national), involving as it will the employment of vast numbers of men under governmental control, this question becomes for us a subject of rapidly increasing and pressing importance. The danger arising from this source is, in the opinion of many students of governmental functions, the greatest objection to public ownership. With the number of places to be filled, more or less through partisan influence, increased many fold, the difficulty of the elimination of the purely graft motive, and the opposition to the taking away of the tremendous power over large masses of men, which must accrue to the political leaders in control under our present system, will surely be increasingly great.

Another side to this complex question also suggests itself. Should we not retain the intelligent and active interest in governmental questions of these large numbers of men, which a stringently enforced modern civil service, would largely prevent? It is certainly not consistent with the spirit of our foundation principles that public servants should be deprived of their political rights or privileges. It unquestionably seems a poor public policy, as well as an intolerable outrage, to demand this. The scheme of a republic does not contemplate the creation of political neutrals in order to eliminate partisanship from the lesser func-

tions of government. The office-holder also has his rights. The State needs his services, as a citizen as well as a servant.

A nonpartisan civil service, while not an unqualified success, may be safely denominated an indication of aspirations in the right direction and a symbol of growing political righteousness. It is open to several objections in spite of the plaudits of its warmest friends. First: Its frequent evasion cannot apparently be stopped or punished. Second: The civil employee is frequently intimidated so as to cause him to forsake his party principles. Third: It causes the appointee to, at times, become a hypocrite and a coward by concealing his political affiliations for gain. Fourth: By removing the employee from active politics it lessens his interest and use in the settlement of public questions. Fifth: It is a crime of the first magnitude to deprive a normal elector of the fullest and freest exercise of his political rights as a citizen.

A careful student of this subject, a recent presidential candidate, has said: "With the growth of public ownership the government employees will, of course, increase, not only in actual numbers, but also in proportion to the total population, and no civil service system can be permanently satisfactory to the country which does not leave government employees free to perform their civic duties, and a division of the employees between two parties in proportion to their voting strength offers the most just basis for appointment that has yet been suggested."

This system, as you all know, is called bipartisan civil service, and it is entirely consistent with the usual system of selection on merit after proper examination. The plan largely removes the chance for unfairness as each party can be relied upon to look after the rights of its adherents. What is vastly more important, it will very largely prevent that wholesale removal from office and substitution of partisan followers which follows a political upheaval. It will, as a rule, avoid the great changes among civil employees which is the bane of good public service. In other words, spoils will be less valuable. As the same writer has further said: "Where the politics of an applicant is concealed there is always a chance for fraud and a temptation for unfairness; where the political affiliations of the applicants are known

and the appointments divided among the various parties in proportion to their voting strength, the selection being open and above board, there is no chance for favoritism. Where the right of each party to its quota is recognized, the employees can perform their political duties without fear, and the activity of those of one party offsets the activity of those in another party, making it impossible to use the employee as a part of a partisan machine."

While it will naturally be contended that this method recognizes to a certain extent the spoils system, it would apparently remove the worst features of that menace to good government, and is entirely compatible with an honest, stringent and capable civil service. It also presents reasons grounded on justice, common sense and an enlightened public policy, which would seem to justify the plea that it be given a fair trial.

There are those who hold that charitable and correctional work is a kind of sacred trust which should, in some charmed way, be so managed as to be exempt from partisan manipulation for party purposes; that such public employees should be selected from certain classes of citizens of special standards of education and morals. It may be granted that this principle is correct, but is it not premature? Have we yet arrived at the point where the practical political cormorant and the nonpartisan civil service dove can have just, proper and undisputed portions, at the public table, from the standpoint of the best public service? Those objectors fondly believe that the best man can be selected for office disinterestedly, on merit, in spite of painful experiences to the contrary. Can a local political organization, the main cohesive and animating force of which is plunder, be made to disregard the necessities for its own existence and philosophically devote itself to the practice of pure altruism? Political machines do not usually deliberately commit suicide. All political organizations, however, are not always bad or governed by bad motives, any more than all great corporations are necessarily bad and therefore to be distrusted and, perhaps, throttled.

You certainly cannot have one kind of civil service for charitable and correctional work and another kind for the balance of the public service. There must be a homogeneity of principle in

augmenting the civil lists of employees which shall apply equally to all departments. We should ever remember that this service must ultimately deal with vast numbers of public servants of the humblest description, whose selection for office cannot be based on any special moral or higher intellectual fitness. Considerations such as these make it seem desirable to modify our present civil service program and to substitute for it a system which recognizes personal rights and existing conditions, which must be met in a practical way, in place of treating them with an idealism which may be theoretically right, but which at times approaches the transcendental in its application to practical politics. In any event should we not promptly adopt the principle that the attempt to deprive an office-holder of political interests and activity, because of his office, is a degradation alike of public service and true citizenship?

It is not intended to devote this report to an academic discussion of principles of government. Most urgent conditions demand early attention. The very great necessity for the enforcement of all labor laws, particularly those relating to children, will be quite fully considered by other speakers. This committee is a unit in asking that the State shall see that the Commissioner of Labor is supplied with a sufficient number of inspectors to make the labor laws relating to children unquestionably effective. Public policy is so manifestly clear in regard to protecting the very young from the greed of unscrupulous parents as well as of employers, and in seeing that the health and education of childhood shall not be neglected or needlessly sacrificed, that it is unnecessary to dwell on these well-accepted principles. Anything which underdevelops our future citizens will stunt the future of our Republic and is full of menace and danger.

The Legislature of the State of New York has shown a wise sense of duty in enacting progressive laws for the betterment of its citizens in a higher as well as a material sense. It is most earnestly to be hoped that there will in the future be the same cordial coöperation on this high plane between all departments of the law-making and law-executing powers of the State and the members of this convention that there has been in the past. We are all working for the common good, and cross purposes can

result only from misunderstandings and not from essential differences.

We especially commend to the attention of the Legislature the desirability of keeping charitable, educational and correctional institutions out of politics as a patriotic and humane duty. New York State has made giant strides in the path of progress, and is frequently followed as a model by her sister commonwealths. A great responsibility rests with our lawmakers to set a pure and just example in these respects. Free our charitable and correctional work from political influences which deteriorate, whether in the form of injecting inferior service or of forced, injudicious and expensive economies. The Empire State can well afford "a square deal" in these matters and to protect the true interests of all the people all the time. We feel that we have the sympathy of a large majority of our legislators in this matter, and that our position is not misunderstood.

Members of this committee have desired to draw attention to the desirability of employment bureaus for discharged convicts; also to their being profitably employed when confined, and, if possible, taught self-supporting trades as a measure for future safety. It has also been suggested that wardens and principal keepers should be chosen from students of penology. These suggestions are respectfully referred to the committee dealing more directly with this subject.

In considering questions of enforcement of law, which is part of the duty of this committee, we are met by two conditions of public sentiment which are diametrically opposed, and yet are each largely concerned in certain laxities of law enforcement. The first is represented by indifference and disregard for law and governmental principles; the second by a conscientious disbelief in certain laws or in the punishments prescribed.

A deep respect for law is, perhaps, not usually found among the conspicuous virtues of a people young and progressive in the experiment of self-government. Possibly this is the reason that its rigid enforcement does not constantly find a place among their ideals. A fundamental reason for this condition may also be found in the comparative ease with which new laws are enacted and in the usually rapid evolution of progressive ideas in a

democracy. Radicalism has been very conspicuous in the world's history for more than a hundred years, and it has commonly stood for the progress and elevation of mankind. It has made its errors and missteps. It has at times been drunk with its own power and affluence. But in the main it has been benign in its offices. It has come to remain and the world will undoubtedly be forced to accept it and its mission. It is to education that we must look for the correction of this too common lack of respect for law. Would it not be wise to have this portion of civic duty taught in the public schools of the country?

A just and vigorous enforcement of law in all its departments is a paramount necessity with all governments at all times for the proper protection of all classes of citizens. If this rule be generally true, even in monarchies, how much heavier must be the burden of obligation in a republic like ours founded on the principles of the rights of man, where faithfulness in the enforcement of law must ever be the criterion of the soundness and true success of our institutions. That there has been, with us, not infrequently a laxity in public morals and official conscience, in numerous instances, in this direction, few will seriously deny. Whether it is a growing tendency or a lessening one is most important. If it grow without check it will mean failure for democracy. If it be gradually lessening and tending toward cure it will mean triumph for our moral stamina as a nation and for our theories of government.

In presenting the subject of the nonenforcement of obnoxious laws or punishments, we must on the other hand look to the governing powers to apply the remedy. To retain laws or punishments not backed by public sentiment is to weaken respect for our whole legal system. The retention of capital punishment on the statute books of the State is an illustration in point. A public writer has recently declared that: "Public sentiment has grown so strong against capital punishment that it is now ten times as difficult and expensive as formerly to convict a man guilty of murder, and it is also the cause of many criminals being released with no punishment at all." Recent statistics seem to sustain this view.

The arguments against capital punishment may be summarized as follows:

First: The strongest argument is that it prevents enforcement of and therefore produces contempt for law. Conviction is rare in cases of murder. During the last 22 years, previous to 1903, out of 129,464 homicides in the United States, but 2,611 murderers were executed, or about 2 per cent. in this large series.

Second: It does not deter from the commission of murder. In 1881 there were 24.7 murders to each million of the population. In 1903 the number had reached 112. There are fewer murders in states where the death penalty has been abolished, as in Maine and Wisconsin, than in New York and Pennsylvania, which still retain it. The opinion of many eminent jurists is that it does not deter.

Third: Innocent individuals are occasionally executed, which makes the state a murderer of the worst kind. Capital punishment prevents reparation in cases of subsequently proven innocence.

Fourth: Two or more men, organized under a form of government, have no more innate right to take life than one man has. It is murder in either case and brutalizing in both.

Fifth: The sanctioning of capital punishment degrades and hardens any community, collectively and individually, which allows it to stand as its highest ideal and accepted standard in dealing with any crime.

Sixth: It is certainly a relic of barbarism. To abolish it would be a step forward. As civilization has advanced, punishment has always become less severe, and crime has also become less common. The old law of retaliation is obsolete. It is unnecessary and obnoxious to our modern feelings.

Seventh: Capital punishment usually deprives the criminal of the one due which civilized society owes its unfortunate children of this class, the chance for spiritual reformation and expiation to prepare for the hereafter.

Eighth: Life imprisonment is a severer and a more just punishment for a murderer than to be given early his earthly quietus. Those states which sanction legal murder do more; they murder civilization.

We think that penologists are every day realizing more strongly the futility of the severe treatment of prisoners. The law of the moral world is like that of the physical and intellectual. Like begets like. Savagery begets savagery. Legal brutality educates a brutal populace. Every execution is an object lesson in murder. The State is doing what it forbids its citizens to do; an impossible inconsistency. Capital punishment is an example of the primitive law of retaliation, of an eye for an eye and a tooth for a tooth; a relic of the remote past when talon and claw were the law of the animal world; a theory in our enlightened times as indefensible in its principles as it is useless and debasing in its practice. The infliction of capital punishment, which is practically limited to homicides in civilized countries, is a stain on our civilization and should be abolished. In its place, when desperate criminality has reached the limit fixed by a wise and tolerant society, should be substituted special prisons which should become permanent repositories for these lost members of mankind. These should be rendered as silent and inexorable as the tomb. Release should be permitted only upon action of the highest court upon positive proof of innocence. The inmates should forever be removed from a continuance of their evil practices, but not beyond the opportunity for repentance and spiritual expiation.

Let us look at the position of the State in this matter. Is not capital punishment an unjustly severe treatment for most murderers? Does not the State do deliberately what the murderer has usually done in hot, unreasoning blood? How few murderers are apparently actually deliberate ones? For a moment swept off his feet by an uncontrollable impulse, a murderer is, in an instant, rendered, by one heedless act, an alien and an outcast forever. A blind jealousy, an insane stupidity, a frenzy of want, a misbegotten lust, or the climax of a drunken orgy, places him in a category apart from his fellows, his whole life to be always shrouded in gloom and hopelessness. But the State, it kills in cold blood. It is within its power to condemn the criminal to permanent confinement alone with his remorse. Which is better?

Legal murder is so unnecessary. It is so demoralizing to the weaker elements of society. It presents such an example of

folly and wickedness to the impressionable, overwrought degenerates, who make the great bulk of the recruits for the terrible armies of crime. Every official murder hardens and incites those whom we can least afford to have so affected.

In the not remote past there were over two hundred capital offenses and crime was rampant. Not much over one hundred years ago these offenses had decreased to nearly one hundred, and crime had likewise diminished. Now there is practically but one offense on the civil calendar punishable by death, and crime has grown still less. Individual crime has been the awful shadow of official crime. Both have lessened as civilization has advanced, and furnish a very fair index of a nation's progress. In the case of capital punishment we are still on a level with the savage.

Let us here again repeat the latest verdict of civilization against all harsh physical punishment. It does not reform or deter. It does not change character or belief. It does not produce that conviction of mind which is essential for moral elevation. On the contrary it excites a reaction, a reflex hardening, an antagonism, and so defeats its own purpose. Who ever heard of physical abuse or persecution, however extreme and rigorous, stamping out a righteous cause or an evil cabal. Reformations, political or religious, have ever flourished best on the blood of their leaders and vice has waxed under the shadow of the gallows. Each age has had its martyrs to the wild beast in the spirit of man. Blood and flame have ever been impotent against that impalpable thing, a condition of mind. Progress, purity and peace must come from the heart and intellect, developed in conjunction. Violence cannot reach the fountains of right living.

In savage states, with no prisons and therefore no effective restraints for murderers but death, official killing was justifiable as a protection to others. In semicivilized conditions, such actions may be necessarily tolerated, but with us, who shall truthfully say that legal murder is really a necessity? As a deterrent it has been a disastrous failure. Public sentiment is so opposed to capital punishment that its nonenforcement has made justice a mockery. As a protection it is not needed.

How long will the State blunder on in its evil way? Doubtless until the press and the pulpit have inflamed the consciences, and

raised the courage of our legislators, until some one, more bold than the rest, will introduce a constitutional amendment and submit the question to the people. It is time that New York State should again head the procession which leads the van of national enlightenment and civilization. It is provided in the constitution of the United States that "cruel and unusual punishments shall not be inflicted." Is it not time that this great commonwealth should enshrine in its constitution the provision that legal murder shall be forever banished from its borders?

We believe in "the enforcement of law," but let it be done with enlightenment and kindness, and also with a wisdom which will rob us of all trace of the stain which we are seeking to eradicate in others. Let us realize our errors in all sanity and humility, and let us temper our justice with that mercy which we all, at times, need. To accept other guiding principles is a confession of cowardice, disloyalty and dishonor.

WILLIAM O. STILLMAN,
Chairman.

THE CHAIRMAN: We will now hear a paper by Hon. P. Tecumseh Sherman, on the "Enforcement of Factory Laws with Special Reference to Child Labor."

ENFORCEMENT OF FACTORY LAWS WITH SPECIAL REFERENCE TO CHILD LABOR.

I propose to limit my discussion to the methods and means now being used by the Department of Labor in enforcing these laws in factories without reference to their application to business establishments or street trades, and without considering their justice or expediency. I eliminate the provisions prohibiting the employment of young people around dangerous machinery, etc., as falling under an entirely different branch of the general subject.

There remain in factories four forms of violations of the child labor provisions of the law:

- 1st. The employment of children under fourteen years of age.
- 2nd. The employment of children between fourteen and sixteen without proper board of health certificates.

3rd. The employment of children between fourteen and sixteen over nine hours a day or at night.

4th. The employment of male minors and women over ten hours a day or at night.

The one great and, in my opinion, the only serious obstacle to enforcing these provisions thoroughly, is the lack of an adequate inspecting force. The necessary procedure of factory inspection requires that all factories and tenements to be inspected should be inspected once annually, that those which thereupon present any serious violation of the law should be frequently re-inspected at unexpected periods, and that all those in which violations are thereupon found to continue should be prosecuted. Our inspection force does not admit of this; in fact, it is barely possible for it to visit all establishments once without doing anything more, and if the whole procedure is gone through with in any district, then other neighborhoods must be entirely neglected. We have now thirty-seven inspectors, only thirty-four of whom are available for factory and tenement inspection. This is less than in the early '90's when factories were fewer and smaller, before the immense mass of tenement work had been added to the inspector's duties, and before the great problem of the department—the enforcement of the factory laws in what I may term tenement factories—had assumed its present overwhelming proportion.

Being, therefore, unable to deal with the problem thoroughly throughout the entire State, we have eliminated certain parts (which parts will not be disclosed), and are concentrating our efforts on the remainder which has been divided into districts, with one inspector placed permanently in each of such districts. He should, in the course of the year, not only inspect carefully all important establishments in his district, but where, for instance, he finds child labor violations, he should return frequently and at different hours and irregular intervals to see that the violations first noted are discontinued and that no others follow. This plan leaves the inspector always within striking distance of the establishments which need watching, and avoids long periods of immunity from supervision between the regular annual inspections.

Many violations of the Child Labor Law are due to ignorance, others to carelessness, and others in the past have been due to assured immunity during the period between the regular inspections. These classes of offenders can be taught or warned into obedience by frequent inspections better than by prosecutions, because the latter are hopelessly time-consuming, and in addition are unjust when resorted to without warning in cases of ignorance or remediable carelessness. Therefore, whenever a violation is now found for the first time, and if in a mild form or somewhat excusable for the second time, the offender, as an alternative to being prosecuted, is allowed to execute a printed form of confession and excuse which is so worded that it can be used against him with effect in case of a repeated offense and consequent prosecution. In addition, the offenders' name is placed on what is practically a "black list," which assures him of an extra measure of inspections. If thereafter he continues his violations, he is sure of detection and of more exemplary punishment than if prosecuted for the first offense. And permanent card indexes of child labor violations will be kept for reference to detect frequent offenders.

To take up the different classes of offenses in order:

1st. The employment of children under fourteen. In large establishments this offense is rare, compared to the number of employees. When it occurs it is treated as serious and is seldom condoned the second time. Parents' affidavits of proper age are sometimes offered as excuses, but are regarded almost as *prima facie* evidence of bad faith and are therefore given no weight as excuses. In small shops and hidden places this offense is common and is sometimes due to ignorance. It is easy of discovery in large establishments but often continues undiscovered in the small establishments which escape observation and inspection. Signs and advertisements for youthful workers are watched to locate it, and public complaints are also of great assistance. They are therefore invited, although they are generally unfounded, owing to the deceptive appearance as to age of children of foreign races.

2nd. The second form of violation of the law is the employment of children between fourteen and sixteen without proper

board of health certificates. This is the most troublesome branch of the subject. The law requires that these certificates shall each bear the child's signature and be kept on file in the factory, together with a register of the children so employed. Inspectors are always required to check off on the register and to identify the children with the certificates, and the best method of doing so is to make them write their names for comparison with the certificates. This eliminates practically all danger of substitution. Violations of this provision were common during the last vacation, employers and children alike asserting that they were advised by the school authorities that certificates were not required in vacation. This misinformation was dispelled by a large number of summary discharges and warnings, but without prosecutions. Certificates issued by boards of health are often invalid on their face, and are then taken up and the children discharged. Such, for example, are certificates for children under fourteen, issued through carelessness, and special certificates for factories during vacation, due to ignorance of the repeal of a former law which allowed them. Where, however, certificates are regular, the Department of Labor cannot question or go behind them. We have been urged to examine into the methods of the different boards of health in issuing their certificates, but we have neither the force nor the time to do so.

Hundreds of children apparently under sixteen are found employed on the strength of parents' affidavits that they are over that age. Experience has demonstrated that such affidavits are almost always false, and the appearances generally right, but in the past it has been an almost impossible task for the inspectors to prove it in every case. Now the amendment of 1905 to section 76 of the Labor Law empowers the Department in such cases to require the employer to produce certain specified proofs of a child's age or discharge it. Demands for such proofs under this section have produced a large number of forged or altered birth and baptismal certificates, which has led to investigations showing in every instance that the child was, in fact, not only under sixteen, but really under fourteen. We have not yet succeeded in fastening the forgery on a guilty party; but about nine-tenths of the children to whom this provision has been applied have been beyond doubt rightly discharged. This amend-

ment, therefore, in my opinion, is the keynote of the Child Labor provisions, and has changed them from mere expressions of moral aspirations into enforceable laws.

3rd. The third form of violation is in the employment of children between fourteen and sixteen over nine hours a day or at night. It is not common and presents few difficulties in its enforcement in fair sized factories where the hours of labor are notorious and easily observed or ascertained; but in small shops where only one or two children are employed, it is difficult and often impossible of detection with our present methods of inspection, or with any methods practicable with our present force. Here, again, we are largely dependent upon public complaints. This provision has also been openly evaded by keeping children in factories ten hours or more—when not employed in “play-rooms”—and working them in shifts not exceeding nine hours. This can be prevented only by amendment.

4th. The fourth form of violation is the employment of males under eighteen and of women, over ten hours a day or at night. Inasmuch as it includes many young women between sixteen and twenty-one, it borders on the Child Labor problem. This offense is common, but its extent is unknown. In regard to over-hours, the law is, however, sufficiently enforced to be fairly restrictive and beneficial in its effect, but no successful efforts in the past have been made to prevent night work. Hereafter there will be more regular night inspections for that purpose, but with the present force they can never be frequent enough to be adequate. This law makes no distinction between women of whatever age, provided they be over sixteen, and there is some doubt as to the constitutionality of the prohibition of night work by women over twenty-one. There is, therefore, a serious constitutional question to be decided before it can be generally enforced. Public complaints of this offense are frequent, but they are an unsafe, or rather an unfair, reliance for detecting it; for they come almost altogether from trade union sources, and are directed exclusively against nonunion shops or factories, or those in which there are labor disputes, or where there have been recent discharges, and they leave all others undisclosed.

Prosecutions, as I have said before, are the last resort to enforce the law. They should never be resorted to in cases of excusable ignorance, mistake, or uncontinued carelessness, and care should be taken in selecting the responsible party to prosecute, as between the proprietor, superintendent, and foreman. The proprietor is often too far removed from his factory to be morally responsible, and often a severe complaint to him against the negligence of a foreman to whom he has delegated charge of this matter, will produce results equal to a prosecution.

In our prosecutions judges and district attorneys are generally sympathetic. We have, however, been hampered in some localities by a different spirit. One judge has once openly refused to enforce the law. In Queens County the magistrates have uniformly discharged all offenders against the Labor Law; and another judge, while he has always convicted, has almost invariably suspended sentence. Such conduct is a great handicap to the Department, as it encourages a general contempt and disregard for the law in the localities affected and discourages the inspectors. No cases in Queens County have arisen during my administration, but strenuous measures have been taken to counteract the evil effects of the cases in other localities and to prevent their repetition.

During the past fiscal year over 3,000 children were discharged as the result of inspections. Where they went to our methods do not disclose. With practical immunity in the long intervals between annual inspections, many may have returned to the factories from which they were discharged, or have gone to neighboring establishments. Perhaps some went to business establishments where their employment is equally forbidden, but where this Department has no jurisdiction. In the case of every discharge in New York City, however, we have notified the proper truant officers. And during this year all factories (located in our "covered" districts) in which children were discharged last year, are on the "suspected" list, and will be so frequently inspected that all children will be driven out and kept out. And if the Department of Labor can be provided with a few more inspectors, enough to cover all districts in the State, I have no hesitation in saying that the problem of stamping out child labor

in factories except in sporadic instances, will prove to be one of the easiest that confronts the Department.

Discussion opened by Mrs. Florence Kelley, Secretary of the National Consumers' League, New York City.

The most significant statement in Mr. Sherman's valuable paper seems to me to be that 3,000 children were dismissed from factories and workshops in which they were illegally employed, in the course of last year. Every one of those 3,000 children, if working during the school year, accuses of incompetence the local health authorities and the local school authorities of the places in which the children live. Under the age of fourteen years, no child can begin to work in a factory or workshop without breaking the compulsory education law which the local board of education is responsible for enforcing. Over the age of fourteen years, every child at work illegally by means of a defective certificate accuses both the board of education and the board of health. For the issuance of certificates is, under the terms of the present law, a joint task of the school authorities and the health authorities. The factory inspectors come upon the scene only after the harm has been done and the law has been broken.

In New York City no one knows how many children who should be in school are illegally working in the tenements undiscovered by the factory inspectors. We have no school census, though for many years it has been the duty of the board of education to make one. This persistent failure of the board to obey the law makes it impossible for the Commissioner of Labor, and all the rest of us, to know where the children are.

Finally a third cause of wholesale violation of the child labor law is the omission by philanthropic people of the coöperation which the Commissioner of Labor is entitled to expect from them. In large numbers of cases relief is given to families whose children are not in school. The givers fatuously take the word of the parents who both get relief and exploit the children. In a case known to me a relief society gave a pension for four years to the mother of six children, none of whom attended school one day of the whole four years.

Now, every one who gives relief, either directly or administratively, to families having children, and fails to obtain proof

from week to week (keeping the proof on file) that the children are continuously in school, shares the guilt of the board of education, in its grave sins of omission.

It is unfair to hold the factory inspectors responsible for the large number of children illegally at work, while the local authorities and the philanthropists by their sins of omission fail to force the children into school and to keep them there. When we really want the children in dependent families to stop working and to go to school, the giving of relief can be made to turn upon their weekly school attendance records. And when the children are in school, they are obviously out of the factories and workshops.

MR. SAMUEL McCUNE LINDSAY: I think we all feel grateful to Commissioner Sherman for the excellent and clear presentation of the leading questions concerning the enforcement of factory legislation. But I feel that perhaps it is too soon yet to congratulate ourselves upon the optimistic note at the close of the paper, contained in the statement that the addition of a few inspectors will enable the Factory Inspection Department to enforce the child labor laws adequately. The most interesting part of any child labor law is that part which is enforced, not that part which it is difficult or impossible to enforce. The great difficulty encountered in the enforcement of such laws is not peculiar to New York. In many other states the violations of the law are more numerous and noticeable than the cases where it is rigidly enforced and substantially obeyed. The question presents itself whether any state factory department is adequately equipped to carry out the kind of enforcement that is demanded in good child labor legislation.

The visitation of a factory once a year, I think we all will admit, will hardly bring about an ideal condition of enforcement. I believe our labor departments must work out some plan by which, with the coöperation of other agencies in the community, the enforcement of the law may be made effective, along the lines just suggested by Mrs. Kelley. The far more intelligent and effective assistance of boards of education and of boards of health must be cultivated and secured, and as has been

so well suggested, even the assistance of charitable societies in the proper use of the giving of relief as a means of assisting the enforcement of the law, can be made to contribute to really efficient administration of social legislation.

I think the Department of Factory Inspection will have to encourage volunteer inspection. The report of these inspections would enlarge the scope of observation of the violations of the law.

I agree with Mr. Sherman that those who offend through ignorance of the law should be enlightened and perhaps be dealt with leniently as first offenders; but when a flagrant case of violation occurs, and when the offense has been repeated persistently, and determinedly, then the law should be enforced to its full extent. Severity in all cases where the law is understood will make one factory inspector as effective as a dozen are in many cases now where either inspectors or prosecuting officers make light of the offense.

THE CHAIRMAN: We will now hear from the Honorable James T. Rogers, Member of Assembly, of Binghamton, N. Y., on the subject of "Legislation for Social Betterment."

LEGISLATION FOR SOCIAL BETTERMENT.

I am a bit at loss as to the precise topic which I am expected to discuss here to-night. The above, if memory plays me not falsely, is the one originally assigned to me. Subsequently our mutual and much esteemed friend, Mr. Folks, in responding to my request for suggestions as to how best to treat the topic, denominated it upon his memorandum as, "The promotion of Legislation for Social Ends." But, like the caterpillar, a process of metamorphosis has seemingly taken place, and now your program announces the theme as "Legislation for Social Betterment."

Possibly that has led some of you to think that you are to be given a treatise on the evolution of legislation for improved social conditions, and a dissertation upon the precise character of such legislation which the future should bring forth.

Far be it from me to "carry coals to Newcastle" by essaying such a task before this cultured audience of students and special-

ists along those very lines. Be it understood, then, at the outset that what I have to say relates to the adjective rather than to the substantive, if it may be so differentiated; to the "how" rather than to the "what" of the class of legislation under consideration.

In other words, the pleasant task assigned to me is, in a somewhat desultory way, which I fear will hardly rise to the dignity of what is usually designated on your program as a "paper," to give you a few practical thoughts born of an experience of seven winters spent within that beleaguered community yecept the State Legislature, as to how best to storm that citadel and victoriously hoist over it the banner of the militant hosts who are battling resolutely for social betterment throughout our beloved Empire State.

Before the wise soldier makes his attack he first carefully ascertains the inherent qualities of his adversary. For like reason, it may perchance be to our profit to consider for a moment what the Legislature really is.

I am well aware that it is very popular in these days to denounce all legislative bodies as wanton, ignorant, vicious, corrupt, indifferent to the wishes of the people, and so on. Indeed, with many people the most entertaining orator is the one who pours forth vituperative invective against the Legislature akin in flavor to the expressions of disapproval which were wont to be showered upon the proverbial bad actor in the old barn-storming days. To one who has seen and knows whereof he speaks, this spirit is as lamentable as it is unfair and unjust. Would time permit, I would vigorously controvert this spirit of wholesale denunciation, but there is only opportunity now to impart one vital thought upon this score.

The Legislature is designed to be, and, in fact is, a representative body. The unfailing law of average applies here as well as in the field of life insurance, where the writer has been delving of late, and the average of mortality in life insurance finds its well-defined analogy in the average intellectuality and morality in legislatures. In other words, whether in its intelligence or its ignorance, its goodness or its badness, the Legislature will always be found by the close and analytical student of men and

conditions to be a strikingly accurate portrait of the average intellect and conscience of the great body politic which it represents. Keep this thought in mind, I pray you, and when you, the sovereign people, are constrained to denounce in unmeasured terms the action or inaction of your Legislature, pause for a moment to reflect that that self-same Legislature, howsoever ugly and distasteful to the view, is not a thing apart from you, but is, after all, only a composite photograph of you, the self-same sovereign people; and that, in the words of Hamlet, it is most peculiarly a body "whose end, both at the first and now, was and is, to hold, as 'twere, the mirror up to nature; to show virtue her own feature, scorn her own image, and the very age and body of the time his form and pressure."

Whatsoever may be said to the contrary, the fact remains that every legislator is keenly alive to the real, genuine public sentiment of his constituents, and at the same time quick to detect that which is merely superficial, or artificially created. If you find a legislator who is cold and indifferent to some proposition which lies very close to your heart, you may be sure that that indifference is primarily due to the fact that the predominant public opinion of his constituency has either not yet awakened to your sense of what should be done in that particular instance, or else has not advanced as far as you have in the onward march, and looks upon you as a faddist or a theorist. If you find him obtuse or almost brutal in his reception of you, you may take it for granted that, though his constituency may embrace many good citizens who are blazing the way for better social conditions, yet they are but as a few hardy pioneers, while the average mass of his constituents are either so wrapped up in the selfish pursuits of wealth or pleasure as to be oblivious to the humanitarian spirit which so fires you and your associates, or else they are ignorant of the crying needs which so appeal to you and are blissful in that ignorance.

Never has the fact been so emphasized as in the recent elections that when a great public sentiment is really aroused in the hearts and minds of the people, it will find a way to choose public servants who will do its will.

The fundamental and primary duty, then, of those who would successfully promote legislation for social betterment is to convince public sentiment, which will always prove to be intelligent and right-minded, that their cause is just and their remedy for existing evils is rational and correct, and the Legislature will speedily respond to the demands made upon it.

To achieve this end, you must first and last make sure that you are right; don't be too opinionated; don't become so wedded to your own individual theory that you cannot modify it upon proper occasion; remember that legislation is always in a broad sense a matter of compromise; that that idea and that only can be enacted into a vital and lasting law, and not a dead letter, which has a strong public sentiment back of it, and which is therefore located at that middle point where all the varying rays of intelligence coming from our diverse population can find a common focus upon which to center.

Not only the newspapers, but the churches, the schools, and the hundreds of societies throughout the state whose structures are built upon the beneficent principle of service to our fellow man and the betterment of humanity, should be utilized in scattering the seeds of true reform in the garden of public opinion.

But you will perhaps answer here that while all these things are true, advancement must be made step by step, and that you would like some practical suggestions as to how best to bring concrete applications for specific legislation to the attention of your legislators. A few brief thoughts along that line will, I trust, at least not come amiss.

The question is frequently asked to what extent the use of printed matter in the form of pamphlets and circulars is effective. The answer is that if properly prepared, it can do much good. If not, it is worse than useless. You must bear in mind that the life of a legislator during the session is very strenuous and active. The number of bills introduced has approximated in recent years 2,000 or 3,000. Assuming the length of the session to be one hundred days, that means that the legislator must consider an average of from twenty to thirty bills a day. In addition to that, he must be the errand boy for his district in scores of ways, which one who has not undertaken the work can hardly

realize. He must give much time each day to correspondence with his constituents and others, and the consequence is that if you want to present ideas to him so that they will stick, you should do so in the most concise way that you can. Your printed matter should therefore be short, sharp and always to the point. It will then get attention, where the long elaborate article may be cast aside with only a meagre scanning.

It is also asked how great reliance should be placed upon committee hearings as a means of informing the legislature, as compared with the use of printed matter, or with personal interviews with the members, or with getting constituents of the members to see or write to them. All of these methods are useful. The work of the legislature is so complex that it must necessarily delegate much authority to its committees, and the sharp, forceful presentation of facts and arguments, rather than oratory, before the committees is bound to be a telling factor.

Personal interviews with a member are all right, but you must avoid the too frequent habit of boring him. If he is hurrying, as is often the case, to get before some committee to look after some bill affecting his own district, it is likely to be a most inopportune time to stop him in the corridor and talk to him about your pet measure. Even though he soon learns to receive you with a smile and to seem to be interested, the chances are that while you are talking to him under such circumstances, he is wondering whether that committee will adjourn before he reaches it, and whether he will have to write unsatisfactory explanations to influential constituents as to why he did not get the thing done which they felt was for the time being his paramount duty.

If you can get constituents to write or see members, it is always a good thing, provided the constituent is actuated by a real and not by a mere perfunctory spirit. As has been previously indicated, there is no influence so potent with a legislator as the voice of his home people, but he learns quickly to discern whether it is an earnest or an artificial one. The latter is of little moment.

It is often asked whether at public hearings before committees, it is better to have the arguments presented by one or two

speakers, presumably those best informed, or to have a number of speakers limited to a few minutes each. By all means let the number be few, and let what they say be short, snappy and right to the point. Nothing is so distressing to the members of a committee, with time such a precious commodity, as to be harangued and talked to in glittering generalities and rhetorical periods, which lack pointedness and close adherence to the question under consideration. A dozen speakers who limit themselves to a dozen terse sentences are far more effective than the most gifted orator who takes an hour to say what ought to have been uttered in ten minutes.

Another question asked is how best to reach those members who are not on the committee having the particular measure in charge. This may be done in many ways, provided the method is tactful, the time opportune and the matter pithy. The one great fault is that the average man is apt to be so absorbed and enthusiastic about the particular matter which interests him that he comes to regard it as the most important thing before the Legislature, and forgets that from the legislator's point of view, it is only one of perhaps an hundred matters which are of equal importance. You should remember also that as a general rule legislators are disposed to repose much faith and confidence in the work of the committees, and when a committee has given its approval to the measure, particularly one for social betterment, which we are now especially considering, your battle is more than half won. The time, the place and the length of the interview must depend largely upon the demands upon the time and energies of each particular legislator. Whatever you do, don't bore him, and remember that he has plenty of troubles of his own. Perchance some opportunity may present itself to you to do him a good turn. Some friend of yours and your measure may be on a committee which may have some meritorious bill of his in charge, and your good offices in getting for him the same kindly consideration which you want him to give to you may transform him from an indifferent friend into an active ally.

Another question frequently asked is how far the use of the press is effective in promoting social legislation. Never has the press been so great a molder of public opinion as it is to-day.

It may be, as is sometimes said, that the influence of the editorial has diminished, but if that is so, it has been more than equaled by the increased influence of the news articles written as they are by the wonderfully forceful wielders of the pen comprising the newspaper men of to-day. It is an old saying that the hand that rocks the cradle rules the world. It might well be added that the pen that writes the headlines molds the thought of a nation. The newspaper article, like the argument before the committee and the letter from the constituent, is of little use if stilted, dry or half-hearted, but if it rings true and evinces a spirit of fairness, its influence with the legislator will be far-reaching. Members of the Legislature all read the great dailies of New York City and other leading newspapers throughout the state, and keep close watch of public sentiment as expressed through that medium. Many of them subscribe for clippings on important legislative topics, and most of them examine with care clippings sent them by advocates of special subjects, provided they are crisp and apropos.

Again, it is asked how the people of New York City should proceed to inform legislators coming from other parts of the State in regard to New York City matters. The story is told that a man from Missouri once remarked that the people in Missouri knew a good deal more than the people in New York City because the Missourians knew all about Missouri and New York City, too, while the people of New York City did not know anything about Missouri. The same thing might be said of the frequently denounced and so-called hayseed legislators. They all quickly come to realize the vast importance of the great Metropolis to the State and to the nation, and they all study the legislative problems which New York City annually presents to their attention far more than most of you probably realize.

The old but oft-time forgotten truth, which is such a vital doctrine in the gospel of brotherly love, now being so valiantly preached by the first citizen of the world, Theodore Roosevelt, that to promote the welfare of each individual and each community is to contribute to the good of all, is taking deep root in the hearts of the people. Selfishness and greed as the prime motives of life are rapidly giving way to the new dispensation,

and the time is fast approaching, if not already at hand, when every part of the State, however remote it may be, will realize that everything which tends to upbuild the social conditions in this splendid city by the sea, contributes to the betterment of the whole State.

The demands upon the writer's time have been so great that he has undertaken the part allotted to him this evening with far too little preparation, and the thoughts presented are offered with regrets that they are not more gracefully phrased.

Should further questions occur to any of you, they will be most gladly answered if time will permit.

Many years ago when a student at Cornell University, it was the privilege of the writer to listen to the first sermon he had ever heard preached by a Jewish Rabbi. The theme was the Fatherhood of God and the brotherhood of man. It was a most soulful discourse, and made a deep and lasting impression upon the writer's mind. With unsurpassed beauty of diction the preacher urged upon the followers of all religions the great duty of ceasing to magnify the really small differences which separated them, of stopping carping criticisms of other sects and creeds, and of turning their thoughts to the great fundamental principles and eternal verities upon which they all agreed, and joining in sweet accord in their efforts to discover and develop the best there is in us all.

In that same spirit, let me ask of you who have sometimes arrayed yourselves as severe critics of the Legislature, to look a little more upon the other side of the picture and try to discern some of the good impulses and nobler motives which I can assure you are generally possessed by its members. Instead of standing aloof and frowning at one another in distrust, let us regard each other as friends, not as antagonists, and let us cultivate the spirit of amity and good will, and endeavor to work in harmony rather than at cross purposes.

If I may be permitted the digression, I would like to emphasize this thought by citing a concrete example and paying a word of high personal compliment to our much esteemed friend, Mr. Homer Folks. As you are aware, he had charge of the amended Insanity Law, advocated by the various charitable organizations

and passed by the last Legislature. He went about the work so sensibly and with such fairness, patience and tact that the members of the Legislature soon came to appreciate his reasonableness and to regard him with a most friendly spirit. The result was that with virtually no irritation or friction the measure was enacted into law, and while it perhaps did not go so far as some might have wished, and on the other hand, went farther than others desired, it was nevertheless the accomplishment of a distinct step in the right direction by means which were considerate and fair to all.

Finally, be not discouraged in well doing. If at first you don't succeed, try, try again. Your campaign is one of education. The thoughts and aspirations of the great common people are turning ever upward towards better and more wholesome conditions in our social life. Complete success may not be your portion to-day, nor yet to-morrow, but it is ultimately sure to come. If this generation does not witness its fruition, we can at least do our part resolutely and sensibly, with complete confidence that the day of perfect social conditions will finally come, which was foretold centuries ago in the beautiful imagery of the Prophet Isaiah, when

"Every valley shall be exalted, and every mountain and hill shall be made low; and the crooked shall be made straight, and the rough places plain;

And the glory of the Lord shall be revealed, and all flesh shall see it together; for the mouth of the Lord hath spoken it."

MR. JULIUS M. MAYER: In attaining results we all know that it is of very little importance what position there may be taken upon a particular subject of social betterment, unless that position has some well-defined issue for enactment for legislation, moving toward the desired end.

All those here, who, like myself, have been at Albany in reference to questions of this character, know the importance of having a knowledge of human nature.

One suggestion which has not been made is that any measure should be introduced, preferably in both houses, by an earnest member of the Legislature, who will get the close attention which is needed to awake enthusiasm for it.

The Legislature, within ten years, has improved greatly in its receptiveness of measures of importance brought before it. I think this is owing largely to the growing sensitiveness of the community itself, as well as to the increased intelligence of many of the members of the Legislature, notwithstanding the public impression in some quarters to the contrary.

There are several ways in which you can get your legislation through, if it is really worthy of attention. One thing is very important, and that is the proper presentation of your subject matter.

This is a country of law, and the courts have established the principles of law. They construe what words mean, and we must therefore know what is meant before we can draft the law with the reasonable expectation that it will reach anywhere, so it is important that the subject matter be presented to the members of the Legislature in such a way as to be intelligible, in order to show forcibly what is desired. I believe that if we always adopted this method, we should have substantial success.

Another word, and I have finished. This is as to legislation relating to social betterment. We have been able to get legislation pertaining to social betterment step by step, and we have reached the point where we are to-day only by a gradual process. Many of you have notions well grounded and perfectly justifiable as to what should be done this year for social betterment. But your notion may be considerably ahead of the mass of the people, and may be in advance of the sentiment of members of the Legislature. If your ideas are right, ultimately you will attain success. But take it up step by step, and get the public acquainted with what you desire the law to accomplish. The people will then become ready for it, and the people at Albany will understand that it is proper to pass it.

I wish to commend the excellent suggestions that have been made in the paper which has been read. They are exceedingly practicable, and if followed, with others along the same line, will lead to success.

We ought to be content with making reasonable progress rather than to take everything or nothing at all.

MR. MORNAY WILLIAMS: I wish to say that I do not necessarily commit myself to every statement set forth in the report.

It is entirely too late to enter upon the question as to whether the civil service is best fitted to serve the best interests of the community in the administration of charitable institutions.

The second point to which I wish to call attention is the question of the abolition of capital punishment. This is a subject which should be carefully studied by intelligent men and women who are interested in the enforcement of law. One of the greatest obstacles to the enforcement of law is the great number of laws we have on our statute books that are never enforced. It is time that we should take up the subject and study it carefully until we arrive at a conclusion which is practically unanimous. I say this because I think it is an important thought.

MR. FRANK TUCKER: I feel that this night is one of the most notable in the history of this Conference. On this night the legislator and the charity worker have gotten together. It is notable because Assemblyman Rogers is the kind of legislator that he is. During the last five years he has become one of the best charity workers, one of the best sociologists in the State. I shall look upon him in the future not only as a statesman, but as a leader of the social workers in all legislation for social betterment in this State.

REPORT OF COMMITTEE ON RESOLUTIONS.

At one of the sessions yesterday, the following resolutions were read and referred to the Committee on Resolutions for action:

"Resolved, That the ex-Presidents and President of this Conference be constituted a special committee to frame a minute expressive of our grief at the death of Mrs. Lowell, and our sense of the great loss thus sustained by the people of this State.

Resolved, That the minute which this committee may frame shall form a part of the record of the proceedings of this Conference, and that a copy of it suitably engrossed be signed by all the members of this special committee and sent to Miss Lowell."

Your committee heartily concurs in the sentiments which prompted these resolutions, and presents them to you at this time in order that they may receive consideration.

MISS LOUISA LEE SCHUYLER, New York: In seconding this resolution which, as I understand, has been reported back from the Committee on Resolutions and is now before the Conference for

final action, I find myself traveling back in thought over many years, to the time when, in 1872, Mrs. Lowell first took part in public charitable work.

It was as a member of the Richmond County Visiting Committee of the State Charities Aid Association, her duty being to visit the poorhouse not far from her home on Staten Island, that she at once made her influence felt in behalf of those poor people. And there her wonderful power of sympathy showed itself, a sympathy in the lives of those people as individuals which comprised their past, their present, and their future. Mrs. Lowell at once asked what, in their lives, had brought those men and women there, and when they told her, she felt that she could help them better for this knowledge; could help others, too, often saving them from pauperism by a helpful hand extended at a critical moment. And this she did then, and throughout her life.

A few years later, in 1876, Mrs. Lowell, as a member of the central body of the Association, made one of the first of those very able reports with which, in later years, we have all become familiar. It was upon vagrancy and outdoor relief, and was read at a meeting of the Association at which Governor Tilden was present. He at once recognized its ability and determined, if possible, to secure the services of Mrs. Lowell for the State. He wished to appoint her a Commissioner of the State Board of Charities. At that time in this State no woman had ever been appointed a member of an official State Board, and the very proposition was a new departure. I remember how Mr. Theodore Roosevelt, then a member of the State Board of Charities, came to me from Governor Tilden to talk it over. (I am speaking of the father of our President, my contemporary and personal friend.) I had known Mrs. Lowell from her girlhood; he was not yet acquainted with her. Well, we talked it over, with the result that I was to ask Mrs. Lowell if she would accept and, should she consent, Mr. Roosevelt was to see the leading State senators to ask if the nomination of a woman to such a position would be confirmed. I remember so well my interview with Mrs. Lowell; the arguments I turned over in my mind on the Staten Island ferry boat to induce her to look

favorably upon the proposition, the sweet smile and friendly greeting of the young widow in her simple black dress. I stated the object of my visit, and was proceeding to argue why it was so important that she should consider it, when she said quietly: "If the Governor and the Senate wish to appoint me, I will gladly serve." "Do you wish to think it over?" I asked. "No," she said, "I know what the work of the Board is. I shall try to do it." And this was the beginning of her very able service of over thirteen years as Commissioner of the New York State Board of Charities. I need not add that her nomination was confirmed unanimously by the Senate, nor that she and Mr. Roosevelt served together most efficiently on the Board, as colleagues and friends, until his death.

Were there time, I should like to speak of Mrs. Lowell as the founder of the New York Charity Organization Society, one of her greatest achievements; of legislation initiated and promoted by her; of work done for honest municipal administration and the reform of the civil service; of her many beneficent activities in behalf of the poor of this city. And there is much, much more to be said of this exceptional life, given without count of cost, year in and year out, to further the interests of the poor, the oppressed, the suffering—consecrated to all who needed her sympathy and help.

But, Mr. Chairman, the five minutes allotted to me are already at an end. I ask permission to add but a few words more.

At the memorial meeting of this week, held in the hall we now occupy, our best citizens gathered to do honor, by voice and presence, to the memory of Mrs. Lowell. The different phases of her many-sided life were then dwelt upon by those who knew them best. It is a wonderful record, not only of achievement, but of the influence of her character upon her fellow-workers. The proceedings of that meeting will doubtless be published and available to all of you who may wish to see them.

At that same meeting the suggestion of Mr. Choate, that a permanent memorial of Mrs. Lowell be established in this city, was referred to a committee, of which Mr. Robert W. de Forest is the chairman, and which, I trust, will soon be ready to report.

What form this memorial will take has not yet been decided upon, but nothing will be adequate which does not express Mrs. Lowell's sympathy with the poor of this city and is not typical of the purity and nobility of her character. I have thought that possibly a small city park, as a playground for the children of one of the congested districts of our city, to be named after Mrs. Lowell, might be considered; and within it a fountain, symbolical, in its clear, leaping waters, of purity and sweetness and light, of aspiration and continuity of purpose.

It is thus I think of our friend—a woman one cannot describe, a woman to be loved and revered. Her influence for good left an impress upon our city and State which no other woman has ever approached.

Your committee desires also to present the following:

Whereas, The sixth annual meeting of the New York State Conference of Charities and Correction, in session in New York City, November 14th to 17th, and now about to close, has been throughout most profitable and inspiring to its members and delegates; and,

Whereas, The sympathetic coöperation and cordial hospitality of the citizens of New York City have contributed in large measure to the success of the Conference deliberations and the comfort and pleasure of those in attendance; therefore, be it

Resolved, That we record our warm appreciation and hearty thanks for the courtesies extended to us by the citizens of New York; especially to the members of the Local Committee, of which Hon. Joseph H. Choate is Chairman; Hon. Morgan J. O'Brien, Vice-Chairman; the members of the Executive Committee, of which Mr. R. Bayard Cutting is Chairman, and Mr. Walter E. Kruesi is Secretary; the members of the Entertainment Committee, of which Mrs. Charles H. Israels is Chairman; and the members of the Reception Committee, of which Prof. John H. Finley is Chairman; to Hon. James H. Tully, Commissioner of Public Charities; Mr. Paul U. Kellogg; the boards of managers of local institutions; the Catholic Club; the newspaper representatives and many others who have contributed so largely to carrying out the purposes and work of the Conference.

The following resolution, which was referred to your committee from this evening's session, has not been acted upon for

the reason that it was impossible to get the members of the committee together to give it the consideration necessary before its presentation for your consideration, and we would, therefore, suggest that the matter of this resolution be referred to the Executive Committee of the next Conference for such action as they may deem necessary concerning the same:

“Resolved, That in the opinion of this Conference there exists a most urgent need for a State reformatory for male misdemeanants between the ages of sixteen and thirty years, that they may be given equal chance with male felons of similar age for reformation, as there exists in this State no places of commitment for such misdemeanants except county jails and penitentiaries outside of the city of New York.”

All of which is respectfully submitted for your consideration.

EDMOND J. BUTLER,

Chairman.

JOSEPH P. BYERS,

SOLOMON LOWENSTEIN,

Committee on Resolutions.

Adopted.

REPORT OF COMMITTEE ON ORGANIZATION.

The Committee on Organization desires to report the following recommendations:

First: That the opening meeting in future should begin with the President's address, that there shall be but one address of welcome, and that the balance of the evening shall be devoted to a discussion of topics pertinent to the Conference.

Second: That the members of the Committee on Organization be, if possible, notified of their appointment at least one week before the opening of the Conference.

Third: That an appropriation be made by the Executive Committee of a sum not exceeding \$250 for the conduct of the offices of Secretary and Treasurer.

Third: That after this year the Conference should elect a permanent Secretary.

The Committee has the following nominations to offer to the Conference:

President, Hon. William Mabon, M. D., Albany.

Vice-Presidents, Rt. Rev. Thomas F. Hickey, Rochester; Adolph Lewisohn, New York; Ansley Wilcox, Buffalo.

Secretary, William Bradford Buck, Albany.

Assistant Secretaries, Arthur W. Towne, Syracuse; Walter E. Kruesi, New York; Mrs. Charles H. Israels, New York.

Treasurer, Frank Tucker, New York.

EXECUTIVE COMMITTEE.

Hon. William Mabon, M. D., Chairman, *ex officio*, Albany.

Hon. William P. Letchworth, Portage.

Hon. Robert W. de Forest, New York.

Hon. William R. Stewart, New York.

Thomas M. Mulry, New York.

Hon. Robert W. Hebbard, New York.

Nathan Bijur, New York.

Rev. Max Landsberg, D. D., Rochester.

Mrs. John Davenport, Bath.

Hon. Daniel B. Murphy, Rochester.

Mrs. Tunis G. Bergen, Brooklyn.

Dr. Arthur W. Hurd, Buffalo.

COMMITTEE ON THE CARE OF THE POOR IN THEIR HOMES.

Chairman, William H. Allen, New York.

Julius L. Saperston, Buffalo.

Mrs. Almon H. Cooke, Buffalo.

Alexander Lamb, New York.

Robert G. Paterson, New Rochelle.

Mrs. F. Delano Hitch, Newburgh.

Thomas C. Smith, New York.

Mrs. Walter Shaw Brewster, Brooklyn.

Mrs. K. Solomon, New York.

Mrs. Elias Meyers, New York.

Martin L. Whelan, Troy.

Leonard E. Opdycke, New York.

Dr. Silas F. Hallock, New York.

Rev. Ward Platt, Buffalo.

Abram J. Katz, Rochester.

Rev. Edward J. Hanna, Rochester.

COMMITTEE ON STANDARD OF LIVING.

Chairman, Frank Tucker, New York.

Rev. Dr. William J. White, Brooklyn.

Frederic Almy, Buffalo.

George W. Gillette, Buffalo.

Thomas M. Mulry, New York.

Prof. Morris Loeb, New York.

Francis H. McLean, Brooklyn.

M. F. McDermott, Brooklyn.

Thomas F. Delaney, Syracuse.

Professor Frank A. Fetter, Ithaca.

Rt. Rev. Nelson H. Baker, West Seneca.

Mrs. Cyrus L. Sulzberger, New York.

Gates Barnet, Albany.

William I. Nichols, Brooklyn.

Mrs. August Falker, Syracuse.

Dr. Lee K. Frankel, New York.

COMMITTEE ON THE CARE AND TREATMENT OF THE SICK.

Chairman, Arthur J. O'Leary, M. D., New York.

Arthur H. Harrington, M. D., New York.

Louis P. Gfroerer, Brooklyn.

John W. Brannan, M. D., New York.

Renwick A. Ross, M. D., Buffalo.

Adele Gleason, M. D., Buffalo.

Annie Damer, New York.

Malcolm G. Foster, New York.

William J. McClusky, Syracuse.

M. Warley Platzek, New York.

Edward J. Hussey, Albany.

James S. Cooley, Glen Cove.

Mrs. F. R. Hazard, Syracuse.

Samuel B. Ward, M. D., Albany.

Abraham Abrahams, Brooklyn.

Mrs. Oscar Craig, Rochester.

COMMITTEE ON THE CARE OF CHILDREN.

Chairman, Hon. Homer Folks, New York.

Joseph P. Byers, New York.

Miss Carolena M. Wood, Mount Kisco.

William J. Wallis, Albany.

John Klein, Hawthorne.

Mrs. Joseph J. O'Donohue, New York.

Arthur E. Wakeman, Brooklyn.

Rev. Isaac Gibbard, D. D., Rochester.

Miss Marion I. Moore, Buffalo.

Porter R. Lee, Buffalo.

John J. Manion, Buffalo.

Henry Clay Preston, Brooklyn.

Charles F. McKenna, New York.

Edward Lauterbach, New York.

Solomon Lowenstein, New York.

Thomas M. Osborne, Auburn.

COMMITTEE ON THE DEFECTIVE.

Chairman, William L. Russell, M. D., Poughkeepsie.
Miss Mary Vida Clark, New York.
William P. Spratling, M. D., Sonyea.
Hon. James A. Douglass, Oriskany Falls.
Mrs. M. C. Dunphy, New York.
Miss Elizabeth Farrell, New York.
Rev. J. H. Conroy, Ogdensburg.
Mrs. Milo M. Acker, Hornellsville.
Adolph Meyer, M. D., New York.
Mrs. Katherine Ely, Binghamton.
E. P. Morford, Brooklyn.
Hon. M. J. Scanlan, New York.
Hon. Edmond J. Butler, New York.
John C. Hughes, Rochester.
Mrs. M. L. Levenson, New York.
Menar S. Gregory, M. D., New York.

COMMITTEE ON THE TREATMENT OF THE CRIMINAL.

Chairman, Col. Joseph F. Scott, Elmira.
Mrs. Henry P. Griffin, White Plains.
Mrs. William W. Armstrong, Rochester.
Mrs. Anna M. Welshe, Auburn.
Miss Alice E. Curtin, Albion.
Hon. Robert J. Wilkin, Brooklyn.
George B. Robinson, New York.
Hortense V. Bruce, M. D., Hudson.
Richard C. Baker, New York.
Mrs. C. D. Axman, New York.
Hon. George A. Lewis, Buffalo.
Hon. Mortimer L. Schiff, New York.
Alexander M. Hadden, New York.
Rev. Herman J. Maeckel, Buffalo.
Charles Cauley, Rochester.
Nathaniel J. Walker, Troy.

COMMITTEE ON PUBLIC INSTITUTIONS.

Chairman, George E. Dunham, Utica.

Mrs. J. L. Wilkie, New York.

Miss Anna B. Evans, New York.

Rev. J. Westby Earnshaw, Lowville.

Mrs. L. E. Griffith, Troy.

Mrs. Joseph B. Mayer, Buffalo.

Hon. Dennis McCarthy, Syracuse.

James P. B. Duffy, Rochester.

George S. Buck, Buffalo.

Hon. Myles Tierney, New York.

Joseph L. Bittenwieser, New York.

John J. Barry, New York.

Paul M. Warburg, New York.

Oswald Garrison Villard, New York.

Clarence V. Lodge, Rochester.

Alden C. Tompkins, Yonkers.

Respectfully submitted,

LEE K. FRANKEL,

Chairman.

Adopted.

REPORT OF THE COMMITTEE ON TIME AND PLACE.

Your Committee on Time and Place met pursuant to instructions and, after considering invitations from several cities, recommends the following:

That the time of holding the next Conference be November 13, 14 and 15, 1906, and that the place be the city of Rochester.

Respectfully submitted,

MRS. WILLIAM W. ARMSTRONG,

Chairman.

MRS. AUGUST FALKER,

JAMES H. LOOMIS,

JOHN J. FITZGERALD, M. D.

MICHAEL J. SCANLAN,

Committee.

Adopted.

The Conference then adjourned.

CONSTITUTION AND BY-LAWS OF THE NEW YORK STATE CONFERENCE
OF CHARITIES AND CORRECTION.

CONSTITUTION.

The objects of the New York State Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correctional work, and encourage coöperation in humanitarian efforts, with the aim of further improving the system of charity and correction in the State of New York. With this end in view the Conference will hold an annual meeting in the State of New York, at the time and place to be agreed upon at the preceding annual session, at which addresses shall be made, papers read, discussions carried on, and general business transacted in accordance with the by-laws of the Conference.

The Conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect.

BY-LAWS.

I.

Membership of the Conference.

All who have an active interest in the public or the private charitable or correctional work in New York State are invited to enroll themselves as members of the Conference. No other tests of membership shall be applied and no membership fee charged, the expenses of the Conference being met by voluntary contributions.

II.

Officers of the Conference.

The Conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them:

1. A President, who shall preside over the sessions of the Conference, except when the Chairman of a Committee on Topics has

charge of the meeting, or some other officer is temporarily called to the chair.

The President shall also be a member of the Executive Committee, and the Chairman *ex officio* thereof, and shall continue to be a member of the said committee when his term as President has expired.

He shall have supervision of the work of the other officers and of the various committees in preparing for the sessions of the Conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the Conference.

The President with the assistance of the Secretary, shall also supervise the editing of the proceedings of the Conference.

2. Three vice-presidents, who shall, at the request of the President, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A Secretary, who shall be *ex officio* Secretary of the Executive Committee, and who shall keep the records, conduct the correspondence and distribute the papers and documents of the Conference, under the direction of the Executive Committee. He shall assist the President in editing the proceedings of the Conference and direct the work of the Assistant Secretaries.

4. Three Assistant Secretaries, who shall assist the Secretary of the Conference, at his request, and work under his direction.

5. A Treasurer, who shall receive all moneys of the Conference, and disburse the same upon vouchers duly certified by the Secretary, and audited by the Chairman of the Executive Committee.

III.

Committees of the Conference.

The Conference shall have the following Committees, with the duties herein respectively assigned to them:

To be elected by the Conference.

1. An Executive Committee which shall consist of the President and all ex-Presidents of the Conference *ex officio*, and of five members of the Conference to be elected annually at the preceding session of the Conference. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the Conference, during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the Conference or these by-laws. The program of the Conference as arranged by the Committees on Topics, shall be subject to the approval of the Executive Committee.

2. The Committees on Topics, which shall each consist of not less than eight nor more than sixteen members, to be elected annually at the preceding meeting of the Conference.

These Committees shall have charge of the preparation of that portion of the program of the Conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

They shall also have charge of the sessions of the Conference respectively assigned to them.

To be appointed by the President of the Conference as soon as possible after the opening of the session.

3. A Committee on Resolutions, which shall consist of three members of the Conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this committee without debate, and the committee shall, before the Conference adjourns, present such a report as seems to it desirable.

4. A Committee on Organization, which shall consist of seven members of the Conference, four of whom shall constitute a quorum. To this committee shall be referred all questions relating to the organization of the succeeding Conference, and the Committee shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

5. A Committee on Time and Place, which shall consist of five members of the Conference, three of whom shall constitute a quorum. This Committee shall hear and consider any invitations that may be received from the various cities of the State, and shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

IV.

Program of the Conference.

The order of business at each separate session of the Conference shall be as follows:

1. The transaction of general business.
2. Report of the Committee on the topic of the session.

Not to exceed twenty minutes.

3. First paper on the program.

Not to exceed twenty minutes.

4. Discussion opened by a speaker selected for that purpose.

Not to exceed ten minutes.

5. General discussion of the subject presented by the paper.

Not to exceed ten minutes.

Speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the Conference.

6. Second paper on the program.

Not to exceed twenty minutes.

7. Discussion opened by a speaker selected for that purpose.

Not to exceed ten minutes.

8. General discussion of the subject presented by the paper.

Speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the Conference.

9. Miscellaneous business.

V.

The by-laws shall continue in force unless amended by the Conference, after proposed additions or amendments have been submitted to the Executive Committee.

LIST OF MEMBERS AND DELEGATES.

SIXTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION

Those who attended the Conference are marked*.

- *Abbott, Anna B., 61 Chestnut street, Andover, Mass. In charge of boys' work in Andover Guild.
- Abrams, Effie M., 26 Jones street, New York City.
- *Acker, Mrs. Milo M., Hornellsville. Board of Managers of Willard State Hospital.
- *Allen, William H., 105 East 22d street, New York City. Agent, New York Association for Improving the Condition of the Poor.
- *Almy, Frederic, 19 Tupper street, Buffalo. Secretary, Charity Organization Society.
- *Altman, Mrs. Julius, 76 West Tupper street, Buffalo. Federated Jewish Charities.
- *Amrath, Miss Adele B., 5521 Fifteenth avenue, Brooklyn. Investigator, Brooklyn Bureau of Charities.
- *Armstrong, Miss L. M., 148 East 84th street, New York City.
- *Armstrong, Mrs. William W., 54 Lorimer street, Rochester. Secretary, Board of Managers, Western House of Refuge for Women.
- *Arnold, Annette M., 60 West 117th street, New York City. Principal of Schools, Randall's Island.
- *Austin, Daisy E., 105 East 22d street, New York City. Clerk, Association for Improving the Condition of the Poor.
- *Axman, Sophie C., 193 Second avenue, New York City. Probation officer, Court of Special Sessions.
- *Bachrach, Mrs. S. L., 2131 Broadway, New York City. Vice-president, Amelia Relief Society.
- *Baker, Richard C., 1336 Lexington avenue, New York City. St. Vincent de Paul Society.
- *Barnabas, Rev. Brother, F. S. C., 417 Broome street, New York City. Director, St. Philip's Home for Industrious Boys.
- *Barnet, Gates, 155 Lancaster street, Albany. Trustee, Hebrew Benevolent Society.
- *Barney, Ednah A., 28 West 26th street, New York City. New York School of Philanthropy.
- *Barrett, Joseph, Katonah. Manager, New York State Reformatory for Women.
- *Barrows, Hon. Samuel J., 135 East 15th street, New York City. Corresponding Secretary, Prison Association of New York.
- *Barry, John J., 1169 Boston road, New York City. Superior Council, Society of St. Vincent de Paul.
- *Barston, Miss Elizabeth W., 1 Gramercy park, New York City. St. Cornelius Church Branch; Girls' Friendly Society and Mothers' Meetings.
- *Bartine, O. H., 43d street and Lexington avenue, New York City. Superintendent, Hospital for the Relief of Ruptured and Crippled.

- *Bauer, F. E., 66 Third avenue, New York City. Department of Public Charities.
- *Beasley, Minnie Theodora, 916 Forest avenue, New York City.
- *Bell, Mrs. Abbie J., Chatham. President County Visiting Committee State Charities Aid Association.
- *Belyea, Jessie I., Boston, Mass. New York School of Philanthropy.
- *Bergen, Mrs. Tunis G., 101 Willow street, Brooklyn. Member, Board of Managers, State Charities Aid Association.
- *Bernstein, Dr. Charles, Rome. Superintendent, Rome State Custodial Asylum.
- *Bernstein, Dr. Ludwig B., 150th street and Broadway, New York City. Superintendent, Hebrew Sheltering Guardian Orphan Asylum of New York.
- *Bettelheim, Miss Cyd, 318 East 82d street, New York City. Resident Directress, Emanuel Sisterhood of Personal Service.
- *Bielefeld, Miss Rachel, 361 East 49th street, New York City. Pension Agent, United Hebrew Charities.
- Bigelow, Mrs. L., 50 South Union street, Rochester.
- *Bijur, Nathan, 34 Nassau street, New York City. Vice-president, United Hebrew Charities; President of the Conference.
- *Birch, Blanche L., 413 West 46th street, New York City. Resident, Hartley House.
- *Bird, Hon. Patrick H., 267 West 25th street, New York City. Free Employment Bureau, St. Vincent de Paul Society.
- *Bishop, Rev. Samuel H., 500 West 122d street, New York City.
Blagden, George, Jr., 51 Wall street, New York City. Secretary and Treasurer, New York State Hospital for the Care of Crippled and Deformed Children.
- *Blatchly, Charles K., 215 West 109th street, New York City. Inspector, State Board of Charities.
- *Blaustein, Dr. David, 197 East Broadway, New York City. The Educational Alliance.
- *Bliss, Miss Sybell A., 105 East 22d street, New York City. Visitor, New York Association for Improving the Condition of the Poor.
- *Bloss, Miss Bessie K., 70 East 128th street, New York City. Department of Public Charities.
Boardman, C. L., 18 Ferry street, New York City. Doe Ye Nexte Thyng Society.
- *Bojesen, Johanne, 89 Schermerhorn street, Brooklyn. District Agent, Brooklyn Bureau of Charities.
- *Borden, J. McKee, 237 West 100th street, New York City. Secretary, Department of Public Charities.
- Bowers, Mrs. William C., 12 East 12th street, New York City. Member of Executive Committee, Washington Square Home for Friendless Girls.
- Bowles, Miss Elizabeth B., 248 East 34th street, New York City. Head Resident of Settlement, Warren Goddard House of the Friendly Aid Society.
- *Boyle, James F., 140 East 44th street, New York City. Treasurer, Society of St. Vincent de Paul.
- *Brace, C. Loring, 105 East 22d street, New York City. Secretary Children's Aid Society.

- *Brackett, George C., 50 Remsen street, Brooklyn. Director, Bureau of Charities.
- *Brennan, Thomas F. J., 4 Columbia street, New York City. Officer, Society St. Vincent de Paul.
- Brewster, Mrs. Walter Shaw, 139 Joralemon street, Brooklyn. N. Y. City Visiting Committee of the State Charities Aid Association.
- Brill, Mary L., 21 Grand street, Newburgh. Agent for Dependent Children.
- *Brown, B. B., 44 West 44th street, New York City. Chairman, Conference Committee, Northern Dispensary.
- *Brown, Elizabeth S., 237 West 108th street, New York City. New York School of Philanthropy.
- *Brown, George R., Yonkers. Superintendent, Leake and Watts Orphan Asylum.
- *Brown, Mrs. George R., Yonkers. Assistant Superintendent, Leake and Watts Orphan Asylum.
- *Brown, Herbert S., 319 East 23d street, New York City.
- *Brown, Mrs. Samuel H., 215 East 15th street, New York City. Member, Board of Directors, Women's Prison Association and Isaac T. Hopper Home.
- Brice, Miss M. Kate, 693 Fifth avenue, New York City. Member, Board of Managers, State Charities Aid Association.
- *Buck, William B., 9 Chestnut street, Albany. Superintendent of Inspection, State Board of Charities.
- *Buckner, Miss Grace, 105 East 22d street, New York City. Stenographer, Association for Improving the Condition of the Poor.
- *Buckner, Miss Ottilie G., 892 Trinity avenue, New York City. Clerk, Charity Organization Society.
- *Burg, William E., foot of East 26th street, New York City. Examiner, Charitable Institutions, Department Public Charities.
- *Burke, R. R., 23 Fourth avenue, Brooklyn. Special Agent, Trunk Line Association.
- Burnham, Dr. Melvin Page, Raybrook. Acting Superintendent, New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.
- *Bush, Miss Mary D., 12 East 58th street, New York City. Warren Goddard House of the Friendly Aid Society.
- *Butler, Edmond J., 138 East 117th street, New York City. Vice-president, St. Vincent de Paul Society of New York City; Vice-president, Catholic Home Bureau; Corresponding Secretary, Superior Council, Society of St. Vincent de Paul.
- *Butler, Miss Helen C., 550 Park avenue, New York City. Board of Managers, State Charities Aid Association.
- *Butler, Miss Mary Marshall, 263 Palisade avenue, Yonkers. President, The Woman's Institute of Yonkers; Chairman, Philanthropic Department.
- *Buttenwieser, Joseph L., 203 Broadway, New York City. President, Hebrew Technical Institute; Director, Hebrew Sheltering and Guardian Society; Director, United Hebrew Charities.
- *Button, Miss G. L., 105 East 22d street, New York City. The Charity Organization Society.
- *Byers, Joseph P., Randall's Island, New York City. Superintendent, House of Refuge.

- Canfield, George F., 49 Wall street, New York City. President, Board of Managers, State Charities Aid Association.
- *Carrington, Dr. Thomas S., Constantinople, Turkey. Surgeon-in-charge, American Hospital and Training School for Nurses in Constantinople, Turkey.
- *Carrington, Miss Phœbe W., 712 St. Nicholas avenue, New York City.
- *Carson, Dr. James C., Syracuse. Superintendent, Syracuse State Institution for Feeble-Minded Children.
- *Carstens, C. C., 105 East 22d street, New York City. Assistant Secretary, New York Charity Organization Society; Trustee, New Rochelle Organized Charities Society.
- *Carter, Mrs. Frances M., 129 East 10th street, New York City. Nurse, New York City Mission.
- Casey, W. Collins, Batavia. Manager, New York State School for the Blind.
- *Cauley, Charles, 61 Sophia street, Rochester. Cathedral Conference, Society of St. Vincent de Paul.
- *Chamberlain, John, 587 West 145th street, New York City. General Manager, Church Mission to Deaf-Mutes.
- *Chapman, Mrs. J. M., Mansion House, Brooklyn. President, Brooklyn Diet Dispensary.
- *Chard, Marie L., 205 West 85th street, New York City. Edgewater Crecche.
- *Chase, Elma Dorothy, Olean. Student, New York School of Philanthropy.
- *Cheney, Miss Frances E., Springfield, Mass. New York School of Philanthropy.
- *Choate, Hon. Joseph H., Stockbridge, Mass. Vice-president, State Charities Aid Association.
- *Cignarole, R. M., Second Avenue Baptist Church, 10th and 11th streets, New York City. City Missionary.
- *Clark, Miss Mary Vida, 105 East 22d street, New York City. Assistant Secretary, State Charities Aid Association.
- *Cleveland, Dr. Frederick A., 32 Waverly place, New York City. Professor of Finance in the School of Commerce, New York University.
- *Coffey, Miss Mary W., 762 Union street, Brooklyn. Stenographer, Association for Improving the Condition of the Poor.
- *Coffin, Miss C. E., 679 Monroe street, Brooklyn.
- *Coffin, Esther L., 550 Park avenue, New York City.
- Colles, Miss H. N., 446 East 72d street, New York City. Assistant Head Worker, Normal College Alumnae Home (Settlement).
- Colton, Miss Sara P., 136 Montague street, Brooklyn. New York City Visiting Committee of the State Charities Aid Association.
- *Condit, Abbe, 34 Lincoln street, East Orange, New Jersey. Student, New York School of Philanthropy.
- *Conroy, Rev. J. H., Ogdensburg. Ogdensburg City Hospital; Ogdensburg City Orphan Asylum.
- *Cooley, Dr. James S., Glen Cove. Secretary, Nassau Hospital Association; School Commissioner, Nassau County.
- Cooper, Miss Bessie S., Rhode Island and Seventh streets, Buffalo. Superintendent, Charity Foundation of the Protestant Episcopal Church in the City of Buffalo.

- *Covill, Mrs. D. L., 442 West 23d street, New York City. State Agent Children's Aid Society; Superintendent, Temporary Home of Children's Aid Society.
- *Cowen, Lillie G., 485 Central Park West, New York City. "The Menorah Magazine."
- *Cowen, Philip, 489 Fifth avenue, New York City. "The American Hebrew."
- *Crane, Mrs. Frederick, 373 Franklin street, Bloomfield, N. J. Director, Civics Department, Glen Ridge Woman's Club.
- Cranford, Mrs. F. L., 479 Clinton avenue, Brooklyn. New York City Visiting Committee of the State Charities Aid Association.
- *Crosby, Deaconess M. A., 510 West 148th street, New York City. Parish Nurse, St. Thomas Church.
- Crosman, Cortland, Alexander. Manager, New York State School for the Blind.
- *Crossett, Carolyn H., Warsaw. Resident, Hartley House.
- *Crossett, Juliet S., Warsaw. Resident, Hartley House.
- *Crowell, F. Elizabeth, 1230 Amsterdam avenue, New York City. Student, New York School of Philanthropy.
- *Cunnion, Frank P., 407 East 120th street, New York City. Particular Council, Society of St. Vincent de Paul.
- *Cunnion, Mrs. Frank P., 407 East 120th street, New York City. Convalescent Home, Spring Valley.
- *Currier, Louise, Ocean street, Lynn, Mass. Student, New York School of Philanthropy.
- *Curtin, Miss Alice E., Albion. Superintendent, Western House of Refuge for Women.
- *Curtis, Miss F. G., 28 Mount Vernon street, Boston, Mass. Member, Massachusetts State Board of Charity.
- *Damer, Annie, Registered Nurse, 217 East 27th street, New York City. Nurse-in-charge, Tuberculosis Division, Bellevue and Allied Hospitals, Out-Patient Department.
- *Daniel, Dr. A. S., 321 East 15th street, New York City. Medical Director, Edgewater Crèche.
- *Darlington, Thomas, 48 West 59th street, New York City. Commissioner of Health.
- *Davenport, Mrs. John, Bath. State Charities Aid Association.
- *Davis, Miss Katherine Bement, Bedford. Superintendent, New York State Reformatory for Women.
- de Forest, Robert W., 30 Broad street, New York City. President, New York Charity Organization Society.
- *de Koster, Bessie 461 West 164th street, New York City. Investigator, Charity Organization Society.
- *de Pencier, Mary E., Newburgh. Registered Nurse; Superintendent, St. Luke's Home Hospital of Newburgh and New Windsor.
- *de Peyster, Mrs. Annie G., 2345 Broadway, New York City. Commissioner State Board of Charities.
- *Derbishire, Miss C. E., 220 East 17th street, New York City. Settlement work.
- *Detgen, A., 201 East 35th street, New York City. Association for Improving the Condition of the Poor.

- *Devine, Edward T., Ph. D., 105 East 22d street, New York City. General Secretary, Charity Organization Society; Editor, "Charities;" Professor, Social Economy, Columbia University.
- Devins, Rev. John Bancroft, 156 Fifth avenue, New York City. Member Board of Trustees, New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis.
- *Dickinson, Asa Don, 528 Pacific street, Brooklyn. Librarian, Library for the Blind, Brooklyn Public Library.
- *Dixon, Ethel Mendenhall, 1230 Amsterdam avenue, Lakeville, Conn. Assistant Statistician, Charity Organization Society, New York City.
- *Dougherty, James E., 1131 Crotona Park North, New York City. Department of Public Charities; St. Joseph's Hospital; St. Francis Hospital.
- *Douglass, Hon. James A., Oriskany Falls. President, Board of Managers, Rome State Custodial Asylum.
- *Douglass, Mrs. James A., Oriskany Falls.
- Draper, Mrs. William K., 121 East 36th street, New York City. Visitor, State Charities Aid Association.
- *Dreier, Miss Mary E., 6 Montague terrace, Brooklyn. Woman's State Union League.
- *Dreyfus, Mrs. E. E., 64 East 90th street, New York City. Secretary, Yorkville District, Charity Organization Society; Treasurer, Federation of Sisterhoods.
- Drummond, M. J., 415 Broome street, New York City. Manager, The New York Catholic Protectory.
- Dunphy, Mrs. Mary C., Randall's Island. Superintendent, New York City Children's Hospitals and Schools.
- Duryea, Mrs. Jesse T., 282 Park place, Brooklyn. New York City Visiting Committee of State Charities Aid Association.
- *Dutton, Samuel T., 619 West 114th street, New York City. Teachers' College, Columbia University.
- *Earle, Miss Fanny G., 152 Stanton street, New York City. Stenographer, Charity Organization Society.
- *Earnshaw, Rev. J. Westby, Lowville. Chairman, Lewis County Visiting Committee, State Charities Aid Association.
- *Earp, Prof. Edwin L., 703 University avenue, Syracuse. Professor of Sociology, Syracuse University; Director, Associated Charities.
- *Easton, Elizabeth J., 454 Third avenue, Mt. Vernon. Missionary, Florence Crittenton Mission; Student, New York School of Philanthropy.
- *Edward, Miss Laura J., 11 West 47th street, New York City. Treasurer, Chrystie Street House; Member, Board of Directors, West Side School of the Children's Aid Society.
- *Egan, B. J., 450 West 25th street, New York City. "St. Vincent de Paul Quarterly."
- *Elkus, Mrs. William, 651 West Delaware avenue, Buffalo.
- Ellis, John J., Avoca. Manager, New York State School for the Blind.
- *Ely, Mrs. Katherine, 62 Front street, Binghamton. President, Board of Managers, Binghamton State Hospital.
- *Erskine, Anna G., 105 East 22d street, New York City. Association for Improving the Condition of the Poor.
- *Evans, Miss Anna B., 102 East 26th street, New York City. New York City Visiting Committee, State Charities Aid Association.

- Fairchild, Charles S., 10 West 8th street, New York City. Treasurer, State Charities Aid Association.
- *Falker, Mrs. August, 609 East Genesee street, Syracuse. Manager, Western House of Refuge for Women.
- *Fanning, James O., 200 Partridge street, Albany. Official Delegate, Albany City.
- *Faris, W. D., 42 East 28th street, New York City. Director, Brooklyn Bureau of Charities.
- *Farley, Most Rev. John M., 452 Madison avenue, New York City.
- *Farrell, James P., 18th avenue and 56th street, Brooklyn.
- *Farrell, Miss Elizabeth, Public School No. 1, Henry and Oliver streets, New York City.
- *Fetter, Prof. Frank A., Cornell Heights, Ithaca. Professor of Economics and Finance, Cornell University; President, Social Service League of Ithaca.
- *Finley, Dr. John H., 17 Lexington avenue, New York City. President, College of the City of New York.
- *Fischer, Marie, 105 East 22d street, New York City. Association, for Improving the Condition of the Poor.
- *Fitzgerald, J. J., 111 Fifth avenue, New York City. Secretary, St. Vincent de Paul Society.
- *FitzGerald, Dr. John F., Kings County Hospital, Brooklyn. General Medical Superintendent, Department of Public Charities, Borough of Brooklyn and Queens.
- *Folks, Hon. Homer, 105 East 22d street, New York City. Secretary, State Charities Aid Association; Chairman, State Probation Commission.
- *Forbes, Miss Mary, 105 East 22d street, New York City. Charity Organization Society.
- *Fornes, Charles V., 425-427 Broome street, New York City. Trustee, New York Catholic Protectory.
- *Forrester, George B., 382 Degraw street, Brooklyn. Baptist Home.
- *Forsyth, Miss Mary Isabella, 41 Pearl street, Kingston. President, Industrial Home; Member, Ulster County Branch, State Charities Aid Association.
- *Foster, Macomb G., Post Office Box 1120, New York City. Member Board of Managers, J. Hood Wright Memorial Hospital.
- Foster, J. Hegeman, 24 Broad street, New York City. The Northern Dispensary of the City of New York.
- Foster, William, Liberty and North streets, Newburgh. President, The Associated Charities.
- *Fox, Ernest L., 543 East 11th street, New York City. Head Worker, People's Home Church Settlement.
- *Frank, Mrs. G. S., 28 Clinton avenue, Montclair, New Jersey. New York School of Philanthropy.
- *Frankel, Dr. Lee K., 356 Second avenue, New York City. Manager, United Hebrew Charities.
- *Fullerton, Mrs. Marietta, 143 East 30th street, New York City.
- *Gans, William A., 141 Broadway, New York City. Trustee and Counsel, New York Red Cross Hospital.
- *Gelb, Mrs. Jacob, 222 East 20th street, New York City.

- *Gfroerer, Louis P., 660 Grand street, Brooklyn. Secretary and Trustee, German Roman Catholic Orphan Home.
- *Gibbard, Rev. Isaac, 606 West avenue, Rochester. President Board of Managers, State Industrial School.
- *Gibney, Dr. V. P., 16 Park avenue, New York City. Surgeon-in-chief, Hospital for the Relief of the Ruptured and Crippled.
- *Gilbert, Emily, 95 Rivington street, New York City. Resident, College Settlement.
- *Gillespie, George J., 56 Pine street, New York City. Vice-president, Particular Council, St. Vincent de Paul Society.
- *Gillpatrick, Wallace, 129 Chrystie street, New York City. Head Worker, The Chrystie Street House.
- *Gleason, Dr. Adele A., 307 Mortimer street. Buffalo, Member Charity Organization Society.
- *Godfrey, M. Bourke, 408 West 57th street, New York City. Association for Improving the Condition of the Poor.
- *Goff, Charlotte, Chilton, Wis. Charity Organization Society.
- Goodwin, Henry A., 88 14th street, Troy. Assistant Secretary, Society of St. Vincent de Paul.
- *Graham, Hugh P., 140-180 Central avenue, Cohoes.
- *Gratwick, Hon. William H., 814 Fidelity Trust Building, Buffalo. Commissioner, State Board of Charities.
- *Gregg, Rev. C. D., 209 East 42d street, New York City. St. Bartholomew's Church.
- *Gregory, Henry E., 59 Wall street, New York City. Director, New York Juvenile Asylum, Member, Executive Committee of the New York Prison Association.
- *Griffin, Mrs. Henry P., 110 Broadway, White Plains. Member, Board of Managers, New York State Reformatory for Women.
- *Griffith, Mrs. L. E., 146 Second street, Troy. Manager, New York State Woman's Relief Corps Home.
- *Griffiths, Miss Helen E., 112 Willow street, Brooklyn. Student, New York School of Philanthropy.
- Guttman, Rev. Adolph, 102 Walnut place, Syracuse. President, United Jewish Charities of Syracuse.
- *Hadden, Alexander M., 16 West 51st street, New York City. Trustee, N. Y. Juvenile Asylum; Member of Executive Committee, New York Prison Association.
- Hacker, Miss Mary A., Buffalo. Matron, Buffalo Orphan Asylum.
- *Haigney, John, 439 58th street, Brooklyn.
- *Hall, Dr. E. W. 61 West 127th street, New York City. Physician-in-chief, Harlem Dispensary.
- Halloch, Miss Mabel E., Jamaica. Charity Organization Society.
- *Hallock, Dr. S. F., 36 East 65th street, New York City. Chairman Kip's Bay District Committee, Charity Organization Society.
- *Hallock, Mrs. S. F., 36 East 65th street, New York City. Treasurer, American Female Guardian Society and Home for the Friendless.
- *Hamburger, Samuel B., 141 Broadway, New York City. President, Society for the Aid of Jewish Prisoners.

- *Hamilton, Prof. James H., 184 Eldridge street, New York City. Head Worker, University Settlement.
- Hammond, Hon. William W., 85 West Eagle street, Buffalo.
- *Harrington, Dr. Arthur H., 47 East 58th street, New York City. Superintendent, New York Eye and Ear Infirmary.
- Harris, Rev. Dr. Maurice, 10 East 129th street, New York City.
- Haynes, Miss Lasine S., 191 Marcy avenue, Brooklyn. District Secretary, Brooklyn Bureau of Charities.
- *Heberd, Robert W., The Capitol, Albany. Secretary, State Board of Charities.
- Heitmann, Fred E., 675 Atlantic avenue, Brooklyn. President, German Hospital Society of Brooklyn.
- *Henry, Minerva D., 105 East 22d street, New York City. Agent, Charity Organization Society.
- *Herzog, Miss Edith, 127 East 72d street, New York. Student, New York School of Philanthropy.
- *Hetfield, C. R., Hotel St. George, Brooklyn. Director, Baptist Home of Brooklyn.
- *Hetzler, Charles, 330 Smith street, Rochester. St. Joseph's Orphan Asylum Society of Rochester and Monroe County.
- *Hickey, Rt. Rev. Thomas F., 70 Frank street, Rochester. Manager, State Industrial School.
- *Higgins, Francis, 415 Broome street, New York City. Vice-president, The New York Catholic Protectory.
- *Hill, Archibald A., 446 East 72d street, New York City. Secretary, Metropolitan Parks Association.
- *Hill, A. C., Albany. Inspector of Schools, State Education Department.
- Hill, Mrs. M. A., 446 East 72d street, New York City. Headworker, Normal College Alumnae House (Settlement).
- *Hill, Dr. Robert W., The Capitol, Albany. Superintendent, State and Alien Poor, State Board of Charities.
- *Hill, Mrs. Robert W., 23 Washington street, Poughkeepsie.
- *Hilles, Charles D., Dobbs Ferry. Superintendent, New York Juvenile Asylum.
- *Hilles, Mrs. Charles D., Dobbs Ferry.
- *Hinckley, William C., 15 Elberon place, Albany. Stenographer, State Board of Charities.
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- *Walsh, Minnie A. E., 5613 Third avenue, Brooklyn. Visitor, New York Association for Improving the Condition of the Poor.
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- *Warner, Charles H., 184 Eldridge street, New York City. Probation Officer. Wasserman, Benoit, 115 East 81st street, New York City. Member, Board of Trustees, Brooklyn Hebrew Orphan Asylum.
- *Watnough, Miss Anna C., Chestnut Hill, Philadelphia, Pa. President, Philadelphia Branch, Consumers' League of Pennsylvania.
- *Watterston, Miss Mary W., 513 West 150th street, New York City. Charity Organization Society.
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- *Weiland, Mrs. Florence Fairview, Rensselaer Heights, Rensselaer. Secretary, Health School of Mental Science.
- *Weinert, Joseph L., 287 Fourth avenue, New York City. Superintendent, United Charities Building.
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- *Welshe, Mrs. Anna M., 50 Wall street, Auburn. Superintendent, Women's Prison, Auburn.
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- *Wood, Carolena M., Mount Kisco. Colored Orphan Asylum; New York Colored Mission.
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INDEX.

	PAGE:
Advantages of Accurate and Coördinated Statistics in Hospital Work.....	733
Agricultural Colonies as a Remedy for Dependence.....	663
Almy, Frederic.....	693
Atypical Children in the Public Schools.....	763
Baker, Rev. George S.....	745
Barrows, Hon. Samuel J.....	792
Beneficiaries, number and expense of.....	659
Bijur, Nathan.....	648
Binghamton State Hospital.....	704
Board of Estimate and Apportionment.....	711
Booth, Miss Evangeline C.....	663
Brown, Dr. Elias G.....	767, 768, 769, 770
By-Laws.....	891
Capital Punishment.....	860
Care of the Sick in Their Homes.....	718
Care of the Sick Outside of Institutions.....	713
Children:	
atypical.....	763
criminality in; some preventive measures.....	813
dependent, neglected and delinquent.....	749
education in institutions.....	778
Choate, Hon. Joseph H.....	636
Committees.....	699
Constitution.....	891
Criminal, Treatment of, report of committee on.....	792
Criminality in Children; some Preventive Measures.....	813
Darlington, Dr. Thomas.....	634
Delegates, list of.....	895
Department of Public Charities, New York City.....	711
Dependency, growth.....	659
Dependent, Neglected and Delinquent Children, report of committee on...	749
Devine, Prof. Edward T.....	640, 691
Dutton, Prof. Samuel T.....	838
Earnshaw, Rev. J. W.....	694
Education of Dependent Children in Institutions.....	778
Enforcement of Factory Laws with Special Reference to Child Labor.....	863
Enforcement of Law and Elimination of Politics in Charitable and Correc- tional Work.....	853
Erie County Hospital.....	707
Farley, Archbishop.....	633
Farrell, Miss Elizabeth E.....	767, 768, 774
Fetter, Prof. Frank A.....	812
Finley, Dr. John H.....	772
Fisher, Dr. C. Irving.....	743

	PAGE.
Fitzgerald, John J.....	842
Fort Romie Colony, California.....	666
Frankel, Dr. Lee K.....	654
Free Employment Bureau, Department of Labor.....	683
George Junior Republic.....	693
Germany, employment offices in.....	684, 687
Gulick, Luther Halsey, M. D.....	767
Haggard, Rider.....	669-670, 671, 672, 675, 698
Hamilton, Prof. James H.....	840
Henderson, Prof. Charles R.....	771
Higgins, Governor Frank W.....	633, 634
Hilles, Charles D.....	813
Hospital Association of the City of Schenectady.....	709
Hospital Saturday and Sunday Association of New York City.....	746
Hudson River State Hospital.....	704
Hynes, Thomas W.....	799
Immigrants.....	681, 682, 684, 686, 687
Industrial Insurance.....	662
Industrial Removal Office.....	681, 684, 686
Industrial Removal as a Remedy for Dependence.....	678
Influence of Reformatory Treatment on Crime.....	802
Kavanagh, Dr. A. S.....	742
Kelley, Miss Florence.....	869
Kellor, Miss Frances A.....	687
Kensico Farm.....	830
Lamb, Brigadier Alexander.....	663, 697, 698
Leipzig, Henry M.....	841
Legislation for Social Betterment.....	871
Letchworth, Dr. William P.....	748
Lindsay, Samuel McCune.....	870
Loeb, Prof. Morris.....	673
Lowell, Mrs. Josephine Shaw.....	647, 748, 881
Maatschapij voor Weldaagheid, Holland.....	765
Mabon, Dr. William.....	700, 718
McMahon, Dr. D. J.....	718, 749
Manhattan State Hospital.....	703
Marshall, Prof. Alfred.....	845
Meyer, Dr. Adolf.....	705
Middletown State Hospital.....	704
Moree, Edward A.....	771
Mosher, Dr. J. Montgomery.....	716
Mulry, Thomas M.....	826
Murphy, Hon. Thomas.....	810
National Conference of Charities and Correction.....	640-643, 645, 662, 693
Needy Families in their Homes, report of committee on.....	655
Newman, J. H.....	671
Nichols, Rev. Williams J.....	694
Organization:	
committee on.....	699
report on.....	886

	PAGE.
Osborn, Hon. William Church.....	749
Paton, Dr. Stewart.....	717
Pearson, Prof. Karl.....	772
Peters, Rev. John P.....	654
Porter, Mrs. Melvin P.....	831
Presbyterian Hospital.....	743
Reeder, R. R.....	777
Resolutions:	
committee on.....	699
report on.....	881
Rochester State Hospital.....	704
Rogers, Hon. James T.....	871
Rome State Custodial Asylum.....	706
Rosenfeld, Dr. Bertha A.....	712
St. Joseph's Home for Industrious Boys	830
St. Lawrence State Hospital.....	704
St. Philip's Home for Industrious Boys.....	830
Salvation Army Farm Colonies.....	665
Satterlee, Herbert L.....	849
Schuyler, Miss Louisa Lee.....	881
Scott, Joseph F.....	802
Seamen's Church Institute of New York.....	851
Sherman, Hon. P. Tecumseh.....	863
Shimer, Dr. Edgar D.....	762
Shulman, Rev. Samuel.....	853
Sick and Mentally Defective, report of committee on.....	700
Social Betterment, report of committee on.....	826
Social Settlement, Its Purposes, Benefits and Defects.....	831
Society for the Protection of Italian Immigrants.....	681, 684, 686
Some Conditions Affecting the Homes of the Poor.....	842
Speyer School.....	839
State Board of Charities.....	710, 748, 760
State Civil Service Commission.....	702
State Commission in Lunacy.....	700, 702, 706, 714
State Custodial Asylum for Feeble-Minded Women.....	706, 707
Stewart, Hon. William R.....	748
Stillman, Dr. William O.....	808, 853
Syracuse State Institution for Feeble-Minded Children.....	706
Thornton, Rev. Thomas A.....	787
Time and Place:	
committee on.....	699
report on.....	890
Treatment of the Criminal, report of committee on.....	792
Tucker, Frank.....	690, 740, 743, 881
Wald, Miss Lillian D.....	725
Waldman, Morris D.....	678
Williams, Rev. Dr. Leighton.....	841
Williams, Mornay.....	880
Wise, Rabbi Stephen S.....	644

PROCEEDINGS
OF THE
Thirty-fifth Annual Convention
OF THE
COUNTY SUPERINTENDENTS OF THE POOR
OF THE
STATE OF NEW YORK,
HELD AT
LAKE PLACID,
JUNE 20, 21 and 22, 1905.

OFFICERS AND COMMITTEES.

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President, - - - - JOHN J. KIRKPATRICK, Suffolk.
1st Vice-President, - - R. S. WISNER, Ontario.
2d Vice-President, - - E. B. NICHOLS, Jefferson.
Secretary and Treasurer, - J. W. IVES, Wyoming.

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D. W. HITCHCOCK, Poughkeepsie.

J. BAKER, Suffolk, O. R. WESTOVER, Schenectady.
A. J. TRIMBLE, Cayuga, R. C. QUINN, Chenango.

COMMITTEE ON LEGISLATION.

E. B. LONG, Westchester.

RALPH S. WISNER, Ontario, WM. C. ACKER, Steuben,
A. C. SUTHERLAND, Orange, D. C. BROOKS, Tioga.

COMMITTEE ON RESOLUTIONS.

C. E. WEISZ, New York.

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COMMITTEE ON TIME AND PLACE.

A. D. SMITH, Essex.

J. W. BROWN, Otsego, W. H. TOWNSEND, Yates.
C. E. DODGE, Chautauqua, WM. J. WALLIS, Albany.

COMMITTEE ON TOPICS.

C. V. LODGE, Monroe.

Miss E. W. GUY, New York, L. L. LONG, Erie.
CYRUS C. LATHROP, Albany, SMITH RICE, Onondaga.

F. C. EASTMAN, Stenographer,
Warsaw, N. Y.

PROCEEDINGS OF THE THIRTY-FIFTH ANNUAL CONVENTION
JUNE 20, 21 AND 22 1905.

The thirty-fifth annual convention of the Superintendents of the Poor of the State of New York, at Lake Placid, Essex County, N. Y., was opened Tuesday morning, June 20th, 1905, by prayer by the Rev. O. A. Dike.

The address of welcome to the members of the convention was then given by Judge Francis A. Smith, of Essex County, who spoke as follows:

MR. PRESIDENT AND GENTLEMEN OF THE CONVENTION:—and let me include in my respectful salutation, the ladies, your wives, and all representatives of other charitable bodies:

The very pleasant duty is assigned to me of bidding you welcome to Essex County. I need not say, and yet I want to say, that it is a signal honor to receive this invitation to address you, because you represent a great State in its effort to help those who, from misfortune or poverty, can no longer help themselves, and I accept it the more gladly, and this great county offers you welcome the more heartily, because yours is a voluntary association, beyond the scope of official work, for the discussion of one of the gravest and most important of public questions.

Emerson says, in one of his matchless essays: "Give me health and a day, and I will make the pomp of emperors ridiculous." Emerson's conditions are yours: health is yours, personal, political, social. Political rings may flourish for a day and steal the revenues of cities, but at last Tweed swabs the deck of the ship on which he flies from justice; a district attorney in St. Louis relentlessly prosecutes a gang of corrupt officials, and for his reward, at the hands of a same public, is made governor of a State; Weaver defies the Philadelphia bosses and compels them to seek safety in ignominious resignation and retirement. Social unrest or private greed may now and then disturb our peace, and raise the price of coal, of butter or of beef; the leveling doctrine of the communist may threaten to pull down the pillars of all government, but so far, down to the open door of this twentieth

century, individual character and effort have led our Nation, until it has no equal or rival, and "Government of the people, for the people and by the people," has not yet perished from the earth.

The day is yours and all the joy it brings. Poets may sing of the beauty of Italian skies; none are more beautiful than those that make the dome "fretted with golden fire" of this great temple of Nature. The tired citizen may seek rest under the cool shadow of the Alps; he can find none sweeter than here; no valleys of more entrancing charm, no lakes that shine more brightly, no mountains of serener majesty.

"What royal pomp can equal this?
What gallery of highest art?
Here living beauty thralls the heart
And gives her lover rest and bliss,"

And it must not be forgotten that this was the cradle of great thoughts and great deeds. Here, in this valley, from the brain of a simple God-fearing man, was born the political creed that had but one article of faith and practice—human slavery is wrong, and must be exterminated by force. That creed established here an asylum and sanctuary where the slavedriver's whip could not reach, and its chief apostle went forth from here to preach the gospel of regeneration from sin by those most persuasive of arguments, cannon and rifle, powder and ball. He was called fanatic and lunatic, and his was thought to be the ignominious death of a criminal and a traitor, but it made possible the Emancipation and the final triumph of national unity at Appomattox, and now about his house the forest lifts its thousand plumes to cast at sunset a protecting shadow over the grave of one of the heroes of the race.

And while we welcome you to these mountains and lakes, let us ask you to share our pride in the earlier history of Essex county, for here, as the philosophic historian Fiske has shown, was fought the first decisive battle in America, a battle in which the victors lost and the defeated won a continent.

"There's a divinity which shapes our ends,
Rough hew them how we will."

"There's a special Providence in the fall of a sparrow."

Here Champlain, with her few matchlocks, sent the savage Mohawks flying in terror to the Hudson, and established the French

frontier at Ticonderoga; but terror grew into deadly hate, and the alliance of the Iroquois with Sir William Johnson broke the power of France in Canada, and trained the Colonial armies that finally defeated England at Yorktown. Here Abercrombie sacrificed almost two thousand men "who went to their graves like beds" in the futile attempt to capture a French fort; here Allen took it without firing a shot, by foregoing a morning nap, and by swift energy and courage; and here Burgoyne marched to Mount Defiance and reclaimed the prize that Allen had taken, only to meet defeat and capture at Saratoga.

And with our welcome we offer a congratulation. Time was when public charity for the relief of need was confined only to shelter from the storm, and a scanty dole of food and raiment; when filth was tolerated, disease neglected, vice permitted: Now, by the administration of rational principles and scientific methods, your county homes are free from filth, disease is properly treated and the poorest is better housed, better fed, better lodged than the highest noble in England a few centuries ago. Time was when a county poor house was the refuge and safe asylum of criminals who had escaped just punishment, and of those social shirks who were "born tired" and brought up under the cowardly doctrine that "the world owes everybody a living." As your President of last year has tersely and forcibly said, "charity no longer gives for the mere sake of giving, but rather it assists in order that the recipient may learn self-help." Now, the ravenous tramp and the lazy inmate are taught the truth of the Scripture—"If any man will not work, neither shall he eat." What is the reason of this marvellous change and progress? Let me answer by a brief analogy. The world of humanity has got ahead more within the last century than during all previous recorded time. Questions thought for ages insoluble have been studied by patient man and conclusively answered. Whole realms of knowledge have been revealed to the steady gaze of investigation, until, at last, the nineteenth century seems the real age of miracles. Astronomy has searched the heavens with the spectroscope, and proven that this measureless universe is made of the same stuff as this little earth; Geology has investi-

gated the earth and its waters, and shown that these very mountains about us were the very first to lift their heads above the primeval seas, and so given us reason to boast of our antiquity; electrical science has bound the whole world together in one common brotherhood, as it were with hooks of steel; produced the telephone by which the busy man saves the trouble and expense of drawing his contracts, of paying railroad fares, of calling upon his friends and visiting his lawyer; invented the marvelous phonograph by which every note of music, every tone of speech heard to-day, may be heard again a thousand years from now; and finally completed and adopted that more miraculous telegraphy, by which we make an ocean steamer or the lightning express a station and the viewless air the wire.

The chemist, the lineal descendant of the alchemist, who not many centuries ago was thought to be the particular friend of satan, has entered the laboratory, analyzed the earth, the air, the sea, weighed atoms, combined molecules, found the laws that govern all combinations of matter, learned the secrets of cell and tissue, approached mysteries of life and death, and come forth from his retirement to give medicine, specifics for almost all forms of disease, to banish pain from surgery, and increase the average length of human life by many years.

And so, after all, it is not so strange that with all this increase of knowledge and melioration of conditions, the administration of public charity has brought cleanliness out of dirt, industry out of laziness, some measure of prudence and foresight out of shiftlessness and indifference; and, more than all, rescued sweet childhood from the leprosy of vice.

I must not take your time to talk of government in general, of the futile legislation to control business by statute, of the tendency of the age to socialism, communism, State ownership of public utilities; but shall it be said that "Poor Laws" and their administration cannot be put on a rational and scientific basis?

I venture, with some confidence, to answer this question of supreme importance in the negative, for you are at work in a social laboratory, where no theorist is admitted; you are daily and hourly making experiments upon the character, temper and

conditions of the human unit, as it were social molecules, and better than other men you can learn what laws work well or ill, what methods are good and beneficent, what are worthless or harmful, and your experiments thus far have produced much of the improvement already accomplished, and will surely lead to a happy solution of the problem which confronts every community,—how shall this social disease—pauperism—be most successfully treated?

To this end this convention meets; to this high purpose the sessions of this convention will be devoted; and your records of last year are sufficient assurance that the results will be highly instructive and fruitful of good.

Ladies and gentlemen: I must not ask your indulgence longer for more important matters await your attention than these words of greeting.

Let me add to this: experience and proven ability are the safest guides in the selection of public officers. Essex county has wisely followed that rule in the third nomination of our representative here. I trust that many other counties have shown equally good sense. And let me repeat but one word—the most cheerful in our English speech—to this pure air, to these valleys, to these lakes that shine in the light of the perfect summer, to these mountains on whose tops the sunset glow stays longest, to the generous hospitality of this house and the delightful rest it brings from work and care, Essex county and all its citizens offer you the warmest, heartiest welcome.

MR. JOHN J. KIRKPATRICK, of Suffolk, President of the Convention, in his response, spoke as follows:

I will express my thanks in a very few words; to say that we thank you heartily for these very cordial words of welcome, and hope that, when our labors shall have ended here, the citizens of Essex county will come to the conclusion that our work has been of some advantage, and for the betterment of the unfortunates who are placed in our care.

After music by the Fifth Avenue Orchestra, the convention was declared open for business. The President then delivered his annual address.

PRESIDENT'S ADDRESS.

Ladies and gentlemen: It has been the custom in the past, for our President to deliver at the beginning of each convention an address, which refers to the work of the association during the past year, and calls to the attention of the convention such important matters as should receive the benefit of its deliberations during the coming session.

Coming from one of the lesser counties in the State, where the problems of relief have not yet assumed the large proportions they have attained in some of the other counties, I feel somewhat diffident in addressing you.

However, I am encouraged by the reflection that the county I have the honor to represent was settled by the children of those brave men who landed on Plymouth Rock, and who, after traversing the wilderness of Connecticut, embarked in whale boats for the shores of Long Island, and whatever may be my lack of qualifications for the honorable position in which you have placed me, I shall endeavor to keep in mind the high standards of the people I represent, and so to conduct and guide the deliberations of this assembly as to bring credit to the common cause of charity.

I congratulate you my brother Superintendents of the Poor, and the representatives of charitable societies and institutions on the continued prosperity of our association.

Our first convention was held in 1871, four years after the establishment of the State Board of Charities by the Legislature, and annually since that time for 35 years the Superintendents of the Poor have discussed the problems of practical charity.

In looking over the reports of their proceedings one discovers that they have devoted but little time to the consideration of questions of academic or scientific charity. Such matters they have wisely left to the college professor and the summer school. Believing in the New Testament, and accepting the dictum of Christianity that "the poor ye have always with you," they have attempted not so much to abolish poverty, as to relieve their unfortunate neighbor with the least loss of his self-respect.

I congratulate this association on the adoption, at the last convention, of a constitution, and the determination of the

qualifications for full membership, and I would recommend that our by-laws provide for the continuance of membership for every Superintendent of the Poor as long as his interest in charitable work continues.

The business of the association has so enlarged during recent years that it might be thought advisable to relieve the secretary to some extent by electing a separate treasurer. In any case, I would advise that an annual compensation be voted the secretary.

The association is also to be congratulated on the fidelity with which the permanent committees have executed the duties devolving upon them.

In furtherance of the best interests of this organization, the Committee on Legislation called a conference of the different superintendents at Albany last winter. This conference was productive of much good. It ended with a banquet at the New Kenmore, and a call on the Governor, who received the Superintendents with every courtesy.

We thank the State Board of Charities for its consideration in printing in full, in its Thirty-seventh Annual Report, the proceedings of our Convention at Thousand Island Park. We feel that it is fitting to place the proceedings of an elective body of charity workers by the side of the proceedings of the New York State Conference of Charities and Correction.

At this time it also becomes my sorrowful duty to officially announce to the convention the sad death of one who was with us last year at Patchogue.

In the death of Mr. Byron M. Child, Superintendent of State and Alien Poor, every Superintendent of the Poor felt that he had lost a friend, and the poor a constant sympathizer and useful helper.

Like his predecessor, the late lamented Dr. Hoyt, it was the aim of Supt. Child to brush aside technicalities and red tape, and offer to the deserving poor all the relief the law intended. Your chairman would respectfully suggest that he be directed to appoint a committee to draft suitable resolutions on the death of Mr. Child.

RELATIONS WITH THE STATE BOARD OF CHARITIES AND THE STATE
CHARITABLE INSTITUTIONS.

Under this head your president is pleased to report that our relations with the Commissioners of the State Board are cordial and friendly.

The practice of the Commissioners in some districts, of visiting the almshouses with greater frequency is warmly commended. The visits of the Commissioners are always welcome and their suggestions received with pleasure.

Our relations with the superintendents and managers of the various State charitable institutions are in every way satisfactory, and the work of removing the feeble-minded, the idiotic, and epileptic is proceeding with greater regularity than ever before, although the accommodations provided by the State are still insufficient.

It is my opinion that with the ever-increasing volume of business from the sixty-one counties of this State, which must needs be transacted at Albany, with the representatives of the State Board of Charities, it will be necessary before long to provide a paid executive for that Board. This does not imply the need of any change in the method of selecting its members, but there are times when every superintendent feels the need of dealing with a responsible head of this important department.

An unpaid executive would not care to remain in Albany and devote his whole time to the work. At present, during the intervals of the Board's meetings, the officers at Albany must either defer the consideration of many important matters until a future meeting of the Board, or settle important questions without consultation with the full Board.

I am also able to report satisfactory progress in the matter of eliminating what many of the superintendents considered an unnecessary amount of red tape, in the acceptance and removal of nonresident poor persons and aliens from the different counties.

An unintelligible foreigner or tramp from another state rarely carries a certified pedigree with him, and unless something be left to the discretion of the County Superintendent, dependent aliens and nonresidents will tend to accumulate within our

counties, and after residing within the State a year, will legally claim the right to demand admittance to our State and County institutions.

It is also hoped that the matter of the construction put upon the sixty days' limit of residence is settled in a manner satisfactory to the superintendents.

The construction put upon the meaning of the Poor Law by the Board was disputed by some of the superintendents, who held that the sentence "sixty days in any county preceding the time of an application by him for aid" did not mean sixty days preceding the date of his "commitment."

THE TENDENCY OF CHARITY LEGISLATION.

Your President regrets the prevailing tendency toward centralization in Charity Legislation. The interests of the poor and unfortunate are best cared for by those who know and see them, and are in personal contact with them. The legitimate effect of undue centralization is a bureaucratic system which sacrifices the interest of the unfortunate and dependent to its own welfare and aggrandizement. It is, therefore, with peculiar pleasure that we note the action of the Governor of this State in signing the bill restoring to the State Charitable Institutions and the State Hospitals their local Boards of Managers. For this action Governor Higgins deserves the thanks of all interested in charitable work.

The passage of the bill requiring monthly reports from the Overseers of the Poor, and that making transfers from one institution to another seems to be a step in the other direction.

That policy which places in the same hands the power to inspect and power to administer, removes at once one of the greatest safeguards to good management.

In conclusion, I would suggest that measures be taken for the permanent preservation of our annual proceedings, and that arrangements be made for the deposit of bound volumes of the proceedings of each convention in the State Library at Albany, in the library of the State Board of Charities, and in the public libraries at Rochester and Buffalo.

Ladies and gentlemen: I thank you for your kind attention, and express the hope that our meeting here shall be both pleasant and profitable. The meeting is now in your hands; what is your pleasure?

Convention then adjourned until 2 P. M.

TUESDAY AFTERNOON SESSION.

The afternoon session was called to order at 2 o'clock by President Kirkpatrick, who introduced Miss. Minnie B. Wade, Parole Agent of the New York State Training School for Girls, at Hudson, who read the following paper:

Before commencing her paper, Miss Wade said: "Permit me to say, by way of introduction, that I am not prepared to advance to you a world of theories concerning the training of wayward girls; I am just going to tell you about the work of your State Training School in Hudson. I hope you all have a heartfelt interest in that work. I shall be glad at any time during the convention to answer questions concerning the same."

THE TRAINING OF WAYWARD GIRLS.

The New York Training School for Girls at Hudson is what its name implies—a training school for young girls.

All girls between the ages of twelve and sixteen, convicted of any form of juvenile delinquency, may be committed to this institution without regard to race, color, or condition, from any county within the State,—the institution being supported wholly by the State, without any expense to county, city, town or village for transportation, clothing, maintenance or education. Hence to its protecting care come all classes and varying ages.

There is the real little girl, young in mind as well as years, who on her journey to the new home, has asked all manner of questions from those of a personal nature concerning the size of my shoes and cost of clothing to every strange or new object seen from the car windows. Then there is the more mature girl, whose flirtation with the newsboy, or perhaps the traveling man, needs correction, and her training has begun before reaching the school. One little girl, noting the beauty of the dining-room in the station at Albany, exclaimed: "My, but these people must

be rich to live in such a place as this; it's like a marble palace." Another shy and observing girl watched me take my napkin from the table and then taking hers, said: "I'm going to do just as you do; then I won't make any mistakes." With the impressionable child or young girl, these first lessons are of great value and it is quite important that a trained officer from the school should take her to the new home and thus, in a measure, during the journey prepare her for the life she is about to enter.

Upon reaching the school, the newcomer is at once taken to the Reception House, where a bath is given and clean clothing is provided. From there she goes to a cottage to spend the two weeks in quarantine required by law. During this period she is interviewed by the Superintendent, assistant superintendent and resident physician; her characteristics are also carefully studied by the matron under whose direct care she comes and the teachers who take her out for work and exercise. Thus, at the expiration of the two weeks the Superintendent is able to decide to what class of girls she properly belongs, and she then enters the regular cottage life.

In this cottage life, the aim is to develop healthy physical, mental and moral activities, and to do this with as little repression as possible, consistent with the maintenance of good discipline. Each cottage is a separate housekeeping establishment, with its own kitchen, dining room and sitting room, and separate bedroom for each girl, which she can adorn with her own bits of fancy work, and where her own individuality is expressed; most of these rooms are very attractive and homelike.

Each girl is assigned to household duties, which are changed often enough to give her practical instruction and experience in many kinds of household work. At a quarter of nine the last schoolbell rings and each cottage matron takes to the industrial school building those members of her family who have studies there for the morning.

There are two regularly licensed school teachers, graduates from normal schools. The class work is graded along the same lines as in our public schools and the promotions from class to class are made after examinations; most of the girls are backward and can scarcely read or write when received.

There are also two teachers of sewing, whose classes begin with model-work and finish with dressmaking and tailor-work. Many of the girls come from homes where mending and sewing are seldom done and upon leaving the school there are few who cannot do their own plain sewing.

In the laundry school the girl is taught all kinds of laundry work, being promoted from one grade to another as she becomes more efficient.

The cooking school lessons include cooking, serving and waiting, as well as some lessons in table etiquette. (A gentleman once said to me of a girl working in their family, "If she was taught nothing else in the school, she learned how to handle her knife and fork properly and to eat well.") The teachers in this building have classes again in the afternoon, each girl having different class-work in the afternoon from what she had in the morning.

There is also a well-equipped gymnasium in the basement of the Chapel, where the girls from each cottage, separately, go for three three-quarter-hour lessons in class during the week.

Each girl also has two lessons a week, of one hour each, in singing.

The flowers and lawns about each cottage are cared for by the girls of each cottage. A woman gardener has supervision over all, and with the aid of the girls raises and cares for the vegetables and small fruits on the place. Men are hired for the purpose of doing the heavy gardening.

There are daily evening prayers and the singing of hymns in each cottage. On Sunday a regular service in the chapel is conducted by the clergymen of the various denominations in turn. The Roman Catholic and Jewish girls each receive special instruction in their own religion, and by practice, as well as precept, general moral instruction is enforced.

Great attention is given to the dietary, and to personal cleanliness. The quality, suitability and condition of the clothing is also carefully observed from day to day. A new hospital, with modern equipment, in charge of a resident physician, and trained nurses, insures scientific care in case of sickness. No deaths have occurred in over two years.

All holidays are observed in some appropriate manner. Picnics in summer and amateur theatricals in winter lend variety to the every-day life. No girl is laughed at for playing with dolls or riding down hill. Visits to the girls by parents and relatives are encouraged and there are no restrictions as to the number of letters from parents. The girls are permitted to write once a month.

A daily record of each girl's conduct is kept in a book and she is rated according to her behavior, knowing from her entrance into the school that her advancement and release on parole rests within herself.

It is the purpose of the managers to have a real home as well as school life provided for these unfortunate, or perhaps more fortunate, girls intrusted to their care. Many of them have never known the happiness, comforts and loving care which should have been their birthright. Others have degraded parents who have been their instructors in vice. Others still have been brought up or allowed to come up by unwise parents with no control or proper guardianship at times when it was most needed. With their early lives warped and a failure at a most critical age, they are given to the State. Too much must not be expected from the training of these girls who have so much to overcome from their heredity, environment and education of early life, but they may be sent out into the world better fitted to become good wives and mothers, giving to the next generation what they so lacked in their own home lives.

MR. PATRICK REDMOND was then called upon by the President to open the discussion of Miss Wade's paper. Mr. Redmond's discussion was as follows:

MR. PRESIDENT: At the opening of the few remarks which I shall make upon this occasion, I wish to express my hearty appreciation of the able manner in which Miss Wade has treated this most timely subject, and I will only add that I most earnestly approve the views she has presented. Without taking your time in discussing her paper at length, I shall rather take advantage, as an excuse, of the fact that the short time that has elapsed since the chairman of the Topic Committee notified me that I was expected to take part in the discussion of this

question precluded my obtaining any outline of Miss Wade's paper, and the further fact that, in my city, jurisdiction of wayward girls rests with the Society of the Prevention of Cruelty to Children, and is so far removed from my duties as father of the poor, that I have no very fixed ideas upon the manner of their treatment. I shall, therefore, leave the whole discussion of this subject to others more intimately connected with it, and take your attention for a few minutes upon what seems to me the way to remedy or prevent the evil.

It has been truly said that the training of a child begins fifty years before its birth, and this is eminently true in the case of the wayward girl. She is not the one in fault. She is the creature of carelessness and imposition, and the ones really guilty for her condition are passed by without fault.

Who is to blame for the wayward girl? The first place where I lay the blame is the home; the home where the parents are careless of the associates of their girls; the home which permits the daughters to be upon the streets away from proper care and protection, open to enticements and allurements and vicious influences of those already tainted. And the first step in the salvation of the wayward girl is the arousing of parents, by force if necessary, to the proper training and care of their daughters. And this is not confined to vicious or depraved parents alone. The evil is widespread. The old-time family is becoming extinct. In the later modern trend of things, which demands that children be given greater liberty, the barriers have too often been taken entirely away, to the destruction of all modesty, at least, if not to the moral contamination of the child. The second place where I lay the blame of the wayward girl is the church. Time was when the Sunday school was filled with boys and girls receiving instruction in right thinking and right living, where they were given a start to lives of honesty and uprightness.

But that is out of date now. The Sunday school is no longer the forceful influence it once was. And the pitiable congregations which meet to listen to the teachings of the church of the present day are a woeful demonstration of the weakening hold which the church has. In my own town, and I presume the same is true elsewhere, Sunday is no longer a day of worship and

consideration of serious matters. It has become a day of recreation and games in which the youth, following the example of their elders, seek frivolous enjoyment in questionable surroundings, and in the consequent search for pleasure obtain lax ideas of morality and right living.

The second step in the salvation of a wayward girl is for the church to revive its activity to interest her in her purity, rather than to brand her as a Magdalen in her weakness and disgrace.

The third place where I lay the blame for the wayward girl is the city or municipality. It is the duty of the city to protect itself against evils which the parent is unwilling or unable to prevent. It is a deplorable fact that our city streets are the breeding places from which many an innocent child is sent to a life of shame and ignominy.

Youth seeks amusement utterly careless of the consequences which lie hidden behind a smile or the pleasant greeting of a chance acquaintance. How many cities in the State are seeing to it honestly and methodically that its streets and public places are not used as meeting places for designing men and the innocent victims?

The third step in the salvation of the wayward girl is a strict enforcement by municipalities of the curfew law, which will keep children where at least the presence of others will protect them from temptation.

And, lastly, I lay the blame for the wayward girl at the door of society in general; society which winks at social drinking, society which tolerates divorces with all their consequences, society which makes marriage a convenience, society which makes light of the family and which has so discouraged the marriage relation that the wild-oat period of youth is now well extended towards middle life, leaving untrammelled hosts of unmarried men, conscienceless and careless, save for their own safety, to prey upon and ruin whatsoever and whomsoever they touch.

The wayward girl is the product of all these causes and we may discuss her reformation till the end of time; she will exist so long as the causes continue. For the wayward girl I have only the greatest sympathy; she is a victim, unwarned, un-

watched, unprotected; in her innocence she is entrapped, and the stain of her fall never leaves her.

The wayward girl is with us. What would I do? I would give the proper officers jurisdiction over her until she is at least eighteen years of age, which would extend the power for two years more, years most critical in her life. In my own town, Mrs. Walker is accomplishing great good with girls up to the age of sixteen, but at that time her power ends. And this your own experience has shown to be true elsewhere.

I would treat the wayward girl kindly, sympathetically, humanly; I would teach her self-respect; I would place her in surroundings, healthful, clean and uplifting, in the charge of broad-minded women where she can be taught the simple duties and truths of life. I would not make her a criminal; I would not let her lose confidence in herself and her ability to lead an honest life.

And, finally, I would punish her destroyer, the man or woman who gave her drink or took her honor, for after all, there's the criminal.

Mr. Redmond's discussion was followed by a general discussion, as follows:

MR. FOLKS, of New York: There is just one feature of this Hudson institution that it occurs to me to call to the attention of the Superintendents, lest, possibly, some one of you might not be familiar with it; and that is, that it is absolutely different from any of our modern State institutions that I know anything about, by not being filled up, overcrowded and has plenty of room. It seems to me that the superintendents and the local justices, and those who have to do with the committing of people, have got discouraged because, practically, all the State institutions are so overcrowded that the best you can do is to get your party on the waiting list. But the institution at Hudson has, as I understand, accommodations for from two hundred to three hundred inmates, and has at present only about fifty. Now there is a place where there is plenty of room for all the young girls all over the State. It gives them better training than any institution I know of in the State. It is a strictly well-managed, well-conducted institution, and, being built on the cottage system, it

provides for a very careful classification of the girls so that the better girls will not be mixed up with worse ones. It seems a pity that an institution like that should not be taken advantage of, as it should be filled up by those who need that kind of training.

MR. LODGE, of Monroe: I want to go home with a clearer idea in my mind of the causes that make a girl a subject for admission to the Training School. If I could have it explained a little clearer;—must they actually commit some crime? I don't believe it is clear in the minds of most of us just what causes would make a girl a subject for admission to Hudson.

MISS WADE: It is not necessary for them to commit a real crime, and we do not really consider the girls as criminals. Many of them come to us, whose commitment reads, "in danger of becoming depraved." They are in surroundings where the person making the complaint knows they cannot remain long in such surroundings in safety. Either they are not old enough to earn their own living, or there is no one to control them, and some person who is known in the town or county, or some official will come before a magistrate, and make the statement that these girls are in danger of becoming depraved.

I wish to correct one statement of Mr. Folks: The Training School for Girls was opened June 1st, a year ago, and the last of May they lacked only three girls of a hundred commitments during the year, and these commitments were from Erie to Suffolk—one from Suffolk, I believe—and I do not believe that we have had any from the northern part of the State.

A GENTLEMAN: I would like to ask a question. Of what does the commitment have to be; of what form? And what is the age limit?

MISS WADE: The commitments are made by the Justice of the Peace or a committing magistrate from any town or city. The blank forms of the commitments are in the hands of every county clerk. The county clerks in turn are supposed to supply to the committing magistrates. However, if any justice is without the papers and will write to the Superintendent of the School, they will be sent to him direct.

And, in answer to your other question—the age limit is sixteen years at the Training School. There are two reformatories in the State to which girls older than sixteen can be sent, and from your district it would be Albion.

MR. LODGE: What I wanted to bring out before this convention was the fact that there was not a place in the State for these young girls from twelve to sixteen years of age; these girls who slip away from home and run around the street and are uncontrollable by their parents, and it is a problem that no one knows what in the world to do with them. Here is a training school, which is not in any way a place for criminals, but a training school for these young women and is a chance to do them good.

MR. BROWN: There is perhaps a class of girls who have never committed any crime so that you can arrest them for it, and bring them before a magistrate; these, I understand, could be brought there. I think it would be very well if that could be done.

MISS WADE: They would come under the head of being “in danger of becoming morally depraved.”

MR. CROSMAN: I would like to inquire what the rules and regulations are about retaining these girls. How long are they under your care?

MISS WADE: The law reads, “until they are eighteen years old.” This does not mean that they will remain in the institution until they are eighteen, but that they will be in the care of the State, and if they are out on parole and fall back into their old ways, they can be brought back under our control and care. The girl who is sixteen when committed will be under the care of the State for three years, which makes the time one year more. After that it remains to be seen.

DELEGATE: I cannot believe that *any* magistrate would commit a person for fear they *might* commit a crime, or would be led to commit a crime. It seems to me that a magistrate could not commit any person unless the crime had already been committed and he or she had been convicted and then sentenced. I also assume that a child or little girl can be convicted of any crime. I can see how any officer of the poor or supervisor can take any little girl and send her there, but I cannot see how a magistrate could sentence a girl.

DR. HILL: This institution is not a penal institution, but it is a training school, and the law contemplates caring for young girls in danger of becoming morally depraved, and particularly by putting them under influences which will preserve them from degradation. Girls are not sent there for punishment. The girls may have committed a crime, but they are not to go to that school because they are to be punished. We want to eliminate the idea that they are going there to be punished. They are to be sent to that institution to be so trained that they will not commit a crime. Now that will take care of the girl who has been guilty, actually, of certain specified offenses, which heretofore, as under the law, subjected such girls to commitment to the Industrial School at Rochester; to the other reformatories for women in the State; the House of Refuge in New York. There are a large number of girls who are in danger of becoming degraded, and the law should be so framed as to give the committing magistrate cognizance of such girls, to permit them to be sent by due process of law to the care and guardianship of the State Training School until they have reached their majority. Parents may have girls who are beyond their control; the girls have not committed a crime; the girls may be so minded as to be disobedient and unwilling to perform the natural duties of a child toward her parents. Now the magistrate will take cognizance of cases like that and upon the complaint of the parents or guardian, or upon the complaint of a proper person will order such girls to be committed to the care of the State Training School for Girls until they have reached their majority. This is a humane idea. It is not a penal institution, and its purpose would be perverted were it to be made into a penal institution. Hence, when we say that a girl is convicted of a crime we do not wish to have added to that statement, therefore, she must be punished by being imprisoned in the State Training School, but that rather she should be protected from evil influences and be started by such training and teachers so that she will be started anew in the path of life.

E. B. LONG: Am I to understand from that that a girl could be arrested because someone—anyone that was competent to make the complaint—has complained that the parents were not

fit to bring the girl up, that she was under bad influences, and that that evidence before a justice would allow him to commit her to this training school for protection?

DR. HILL: If that is proven, they could be committed to this institution.

MR. LONG: I do not know anything about how the children have been committed there, but I venture this assertion that the majority who have been sent to that institution have been sent there for some crime committed under the act specified by Dr. Hill, and that is the reason I ask the question and raise the point, because I thoroughly believe that that institution should be kept clear of criminals. What I mean by that is, that those who are caught stealing, etc., should be kept apart for that specific purpose. I also think the same thing of all the institutions. I think one of the greatest crimes to-day existing is the permitting of little children to go to the bad by being sent to the same institution and there mingle together. And that is the reason I raise the question: can these little children you speak of here be sent there without having committed some crime?

A DELEGATE: I have had some experience as a justice of the peace for a number of years and have had children appear before me, boys and girls, and I thought if I committed any one of these children to a criminal institution that their lives would be spoiled. My plan has been this: not to commit them to an institution, but to get them to consent to go on trial in some home or some place where they would be well used. You cannot commit them to criminal institutions without taking away their self-respect. I know from experience. I can take you now to respectable people that have been before me, and who are respectable people today. If I had committed them to an institution where their parents wanted them committed, they would have been ruined. We must give the little children or the little girl the self-respect that they should have and make them believe that we believe in them and then we can do something with them.

DR. HILL: I do not think that the full meaning of Miss Wade's paper was understood, that girls are indiscriminately mingled in this institution. I believe that her paper stated that this institution is planned upon the cottage system and the girls who are

put in there are as carefully studied as children in the family and are associated or classified in a way to prevent contamination. If one could only go into these cottages where these girls are now; if one could see them day by day in their classes, as they are about their work, they would see that these children are as carefully graded as it is possible for any group of children to be graded in any institution in the world. It is impossible to plan an institution of such proportions in all of its details that somewhere in it there is not a possibility of everything being accomplished, but so far as human wisdom has been able, the girls who have been sent to this new institution have been classified so as to prevent, as far as possible, any of them being contaminated by girls who are old in vice, who were naturally demoralized, and thus injure the comparatively innocent child. A while ago I asked the Matron of the Rochester State Industrial School what percentage of the girls who had been sent to that institution, had gone out into life, and thenceforth had not been under police supervision, or in the hands of the law. I asked the same question of the Superintendent of this institution that we are speaking of, and I was told at Albany; I was told at the State Industrial School; at the State Training School that more than seventy per cent. of all of the girls who were put in that course of training had gone out into the world and led respectable lives. Now, if it is possible for any institution to take hold of delinquent young girls and save more than seventy per cent. under conditions which have existed heretofore. I believe that under the new regime, with the new courses of training there will be a greater saving of the character of these girls in these institutions than has ever before been accomplished by any institutions devoted to reformation in the history of the United States.

MR. WEISZ:—Mr. President; On leaving the city of New York on Saturday afternoon, I met the Deputy Commissioner of the city of New York, and he informed me then that one who had been a counselor in these conventions for years past, one who is known to you all, one who is known to the children of the great city of New York, and especially to the institutions in the city of Peekskill, one who in past years has advised with all, rendered

such assistance as would further the best interests of this organization, is at death's door. I have in mind the Rev. Father Kinkead.

I feel that a message from this organization, or from this convention, would prove of medicinal effect; a word of good cheer, that he was remembered kindly in the minds of the Superintendents and the members of this convention. I know that he would like to be here; I know that he has expressed time and time again a desire to be always with the Superintendents of the Poor, and I would suggest that some good friend make a motion that a telegram of good cheer and wishes for his restoration to good health be sent. It would have that good medicinal effect, better than that of a doctor's care.

MR. REDMOND:—Mr. President, I will make a motion as Mr. Weisz suggests, that such a telegram be sent from this convention. Motion seconded and carried.

PRESIDENT:—The Secretary will write and send such a telegram as suggested by Mr. Weisz.

The discussion of Miss Wade's paper was followed by a paper by D. C. Smith on "Practical Aid to Deserted Families."

Prior to reading his paper, Mr. Smith said: "Some time ago I received a letter from the Chairman of the Committee on Topics, requesting me to write a paper, and it is entirely new to me; something I never did in my life, but I have made it a practice never to shirk a duty, and I therefore prepared a paper and if you will bear with me a few minutes, I will read you what I have prepared. It is my first effort."

PRACTICAL AID TO DESERTED FAMILIES.

To those who, by reason of holding official station, come in contact with deserted families, the first thought is that the crowning act of Governor Higgins' first year of State administration has been the passing and signing of a statute which makes desertion of family, under certain conditions, a felony. That the State, in the past, has been too lax in such matters has been in the minds of every one of us for many years. Legislators ever stood ready to pass restrictive acts affecting the breeding of horses and cattle, yet but few thoughts were ever directed toward

humankind. Those who may be classed as mentally and morally, whether physically or not, blind, halt, lame and decrepit, may mate at will and bring forth broods of paupers and criminals, whose very presence upon the earth cause infection and whose perpetuation taints and pollutes the entire body politic.

"The survival of the fittest" is a doctrine of the strenuous life, old as human law itself, and yet we see it contradicted when useful lives every day end, alas, too soon; and those absolutely useless specimens to be found among the public charges live frequently beyond the allotted threescore and ten. To this, like all other mysteries of Nature and Mother Earth, we must bow in silent submission, recognizing that in all things it is not man's but God's will that must be obeyed.

Why should there be so many causes of desertion? Probably the Concord School of Philosophy which once debated "The Thusness of the Wherefore" might find sufficient answers to this problem to satisfy all present, but each in his individual experience will acknowledge that the causes are many and varied, and that he runs across new specimens and causes every year.

If traced down accurately, it can undoubtedly be proven that a great deal can be charged up to the lack of proper early home-training. Many of the mothers of the past, present and succeeding generations are busily engaged in solving problems away beyond their ken, leaving their children to starve morally and spiritually, if not actually in the physical sense. The conscientious school teacher of today, poor overburdened, overworked and underpaid angel that she in so many cases proves herself to be, will tell you that the average child coming under her dominion has never received even a word of instruction at home as to morals, etiquette or even common manners. The child is unloaded upon the school in much the same manner as the orphan is delivered to the asylum, and manners, morals and learning are expected to be drilled into the child in the few hours allotted each day for the meagre compensation received by the school ma'am. What is the result?

In the cities and villages it means that more lessons will be picked up in the streets than learned at home or at school. The moulding of the character of the youth is too often left for his

guttersnipe senior of a few years, and the effect can only be gauged by the standard produced in succeeding generations.

The foreign-born are too prone to put their children at work in the factories at an early age, dull, grinding, soul-shriveling work, and the contact and associations rarely improve the character of the child in the formative state. It has been repeated over and over again that all are creatures of heredity, environment, condition and circumstances. How true the statement! Many times heredity has stamped its curse upon some who could have been, by reason of other gifts, bright and shining lights, and dragged them down to the depths. Of course, the reverse of each proposition is also true, and those who might ordinarily be classed as commonplace by reason of some inherited trait, succeed beyond the dreams of any of their friends. To rise above the environment is one of the hardest tasks given mankind. The environment of the crowded, ill-smelling factory is such as to dwarf the minds and souls of the young.

The girl of seventeen or eighteen, when she should be building up her frame and constitution, as well as mind, for a proper fight in the world's battle, is too often wearing out her frail body at work far beyond her strength. Sundays and holidays mean to her a chance to go to parks and places of recreation. She throws herself into their delights with perfect abandon; meets strange young men, of whom she knows nothing, and does not care to learn. A few sights of each other, and one day there is a marriage into which she plunges boldly and unthinkingly, as an avenue of escape from the drudgery of work. Alas, poor thing, her troubles have only begun. Soon the little ones begin to appear; there are no parks or recreation places for her now—but the husband nine times out of ten continues along the same path, or seeks other enjoyment more sinful and degraded. He never had proper home training; no one instilled love of home and family into his mind. Home means to him but a place to eat and sleep.

The wife, a woman before her time, nervous, fagged and jaded, complains. First his answer is a grouchy one; soon it becomes a curse and then a blow. A police court scene follows and the patching up of a temporary peace. But this soon blows over.

Her attractiveness is gone. Other fields are inviting and one day the husband turns up missing. The State must step in and protect and maintain his offspring. Quite often the mother's heart is as calloused as that of the missing father's although the reverse is frequently true. Sometimes she will struggle against fearful odds, and endeavor to bring up her children so that they shall be a credit to herself and community, and with little help from any source. In fact, in these cold matter-of-fact days, struggling humanity need expect very little assistance from any except the State.

There are, now and then, evidences of charity visible here and there, but too often charity means but advertisement, and the deserving poor who may be the recipients of such bounty are held up to the ridicule of the world. Too often, the mother succumbs, a prey to the unequal burden she felt compelled to bear, and the children become public charges. Sometimes the mother, too, is included. What to do to best aid them and the community is certainly a serious problem.

We hear a great deal nowadays of children becoming "institutionized," a word of recent coinage. And yet is there not much of the truth in the term and the saying? In the schools of today the efforts of the ambitious to shine lead others to vie and strive for favorable comparison with them, but in most cases this spirit seems to be wholly lacking in the institutions for the care of children. In many such institutions, those placed over them have no special adaptability for the position held. Pull and influence are to be found here as elsewhere, and the sins are not as much against the children who fail of proper care and treatment, as against the general public, which will soon have to receive and assimilate those people into that strangely welded mass which we call "the community."

Ambition lacking, proper spurs not given by those in charge, no effort made at producing individuality, brings to man's estate a weakling, plodding average lot, whose every thought and action must be directed by some stronger mind. Those who by proper guidance might have been led into individual action, and eventually distinction, are lost among the commonplace, because of the dreaded "institutionizing" which has dragged the nobler and

better specimens to a common level, instead of uplifting to the heights of weaklings, the debased and the degenerate. Those charged with the guidance of the helpless young have a fearful obligation to discharge, and a failure to discharge that obligation properly may mean serious results to generations yet unborn.

"As the twig is bent, so is the tree inclined," is a maxim applied so often to children that it no doubt is tiresome to some to hear, but no other expression seems to fit so aptly.

Families are very rare, nowadays, which wish to be burdened with the offspring of others. And yet, if a good family can be found, the members of which will give proper care and treatment to an abandoned child, whose children will not ever be casting up that the one cared for is not to be considered as their equal because of the conditions and circumstances surrounding the child, the best that can be done for the young one has been provided. Among such surroundings a boy or girl could be brought up, as many have been, to be a credit to the community. The little sum paid out to provide for care and maintenance can well be said to have been invested in such a manner as in the future to repay the government with compound interest.

The causes of family separation which entail burdens upon the general public cannot always be laid upon the male bird, however. Hardworking men, striving to make an honest living, rear an honest family and enjoy the respect of the community, have been dragged into the depths of despair by drunken and dissolute women. Without the fostering care at least to some extent, of womankind, children are apt to lack the refinements and finer sentiments brought out so often by the deft touch of a mother's hand. A harshness of speech is begotten, strenuous thought and action sometimes follow, and quite often all the finer feelings become atrophied through failure to use or arouse them. Children in this condition certainly need a more careful looking after than those in the other cases cited.

"Man's inhumanity to man makes countless thousands mourn" has been hurled at us so often that we have come to feel that the greatest deed that we can execute for the countless thousands is to remove the fangs of inhumanity from all mankind.

In other words, it is our duty to do all possible toward humanizing mankind, and humanity is at its best when traces resembling the acts of Divinity are the most closely followed by the race.

Each case of family desertion presents some peculiarity entirely its own, and quite often the causes are too remote to permit of careful analysis at the time the long-contemplated act occurs. And so it is with the children. As with diseases, the cure for one afflicted proves of no avail whatever when applied to another apparently similar case. Environment, heredity, condition, circumstances, should be carefully studied and analyzed in each individual case, and that course which appears to the party charged with the responsibility as most likely to produce a proper fruitage should be followed.

We cannot expect the millennium at once, but by constant and careful improvement in the methods employed, by watchfulness over and upon the charges placed beneath our oversight, by treating each case as an individual, we may arrive at such a condition of affairs that the ward of the county of the future may be able to truthfully repeat the words of that little poem many of us learned in childhood:

"I live for those who love me,
For those who know me true;
For the Heaven that smiles above me,
And awaits my spirit, too.
For the cause that lacks assistance,
For the wrongs that need resistance,
For the future in the distance,
And the good that I can do."

Those who work for unexpected thanks or public recognition or approval can hardly realize much in the line of accomplishment. The thanks of the benefited are rarely forthcoming and one who stops too often to detect a show of applause will have wasted too much time to accomplish much in the matter of results. Do your duty as you see the light and accept your reward in the consciousness of duty performed, and in the just pride which shall come to you in later life at the successes on life's highway of those who were started along the proper path mainly through your instrumentality as an official.

Mr. Lodge then handed in the following resolution, which was read and accepted by a standing vote:

MR. LODGE—Mr. President, Byron M. Child, a member of this State Association of Superintendents of the Poor, died at his home in Albany, on the 26th day of December, 1904.

His death brought a sense of personal loss to all those who enjoyed his acquaintance, and he will be missed in the charity work of the State which gave him birth.

His opinion and judgment in the complicated and delicate duties pertaining to the office of Superintendent of State and Alien Poor, were held in the highest respect by all. To him, duty was always a delight, and he was ever keenly alive to the misfortunes and needs of the worthy poor, while safeguarding the interests of the State.

In private life Mr. Child was a most charming personality. He was educated and cultured in the broad sense of these words. He knew the best literature, and loved it. Only those who lived with him in the intimacy of domestic life, know how his strong, steadfast affection made him the stay and support of the household.

RESOLVED—That in the death of Byron M. Child, we have lost a most faithful and able coworker, who, with a kindly heart and sympathetic nature, was ever ready to respond to the appeal of the destitute and afflicted.

RESOLVED—That we extend to his family the assurance of our warmest sympathy in this their bereavement.

RESOLVED—That the Secretary of this Association be directed to make a suitable record of this memorial in the minutes, and to forward a copy to the family of our late associate.

THE PRESIDENT—I would like to call the attention of the Superintendents to the first subject in the morning, as it will be of more interest to them than any other, and I would like to have a large attendance; I want every Superintendent here. Kindly let your recreation go tomorrow morning and be here and meet with us and hear this paper of Dr. Hill's.

MR. TOWNSEND, of Yates.—Mr. President, I would like to offer the following resolution:

RESOLVED—That the Committee on Resolutions be instructed to prepare and report to this Convention a suitable resolution in commendation of the acts of Governor Higgins, by his liberal and kindly approval of appropriations for the improvements and enlargement of the several State institutions for the feeble-minded, unteachable and epileptic State charges.

Moved and seconded that this resolution be adopted. Carried.

MR. LODGE:—I would like to offer the following resolution:

RESOLVED:—That the Committee on Resolutions be directed to make suitable request, in behalf of this association, to the Governor and State Board of Charities, for timely notice to the respective Superintendents of the Poor, Commissioners of Public Charities of the several counties, towns and cities of the State of New York, whenever application is made or it is intended to transfer patients from one State institution to another State institution, as provided by the law enacted by the Legislature of 1905. The request is that the community official shall be heard and give his reasons for the objection to such transfer. Received and adopted.

The report of the secretary and treasurer was received and adopted at this time. It is as follows:

REPORT OF THE TREASURER.

LAKE PLACID, *June 22, 1905.*

Receipts.

Balance as per last report, less salary of		
secretary and treasurer.....	\$37 06	
Contributions received	263 00	
		<hr/>
		\$300 06

Disbursements.

1904			
Aug	8.	Paid Mrs. Muncie stenographer.	\$35 00
Sept.	26.	Paid J. A. Canfield, printer....	176 00
		Stamps and express.....	2 71
		Salary of secretary and treasurer for 1904 and 1905.....	75 00
		Balance in treasury.....	11 35
			<hr/>
			300 06

Respectfully submitted,

J. W. IVES, *Treasurer.*

MR. WEISZ:—Mr. President, I would like to ask permission to read the

REPORT OF COMMITTEE ON LEGISLATION.

Your Committee on Legislation begs leave to make a brief report of the several meetings held during the past twelve months. Early in the month of November, 1904, President Kirkpatrick made a request to have the Committee on Organization and the Committee on Legislation meet jointly at some central point most convenient for the members of the two committees. They met during the month of December at Utica, considered a line of procedure, and the future work most beneficial to the association's success, with a view to bringing about a uniformity of action in all matters affecting the office of County Superintendents and other charity officers. At this meeting it was agreed that a mid-winter conference of this association and other local official charity workers should be held at Albany during the session of the Legislature, when that body, or its proper committees could be informed of the needs of the respective localities directly from the officials performing the work of their office, as the law directs. This was considered a wise, proper and beneficial step in the right direction, as the meeting, which was called for January 25th, 1905, proved a success. A well-attended meeting took place, and the exchange of opinions and discussions of the several questions was freely and frankly expressed, which have since proven fruitful and for the best interests of the official charity workers throughout the State. At the Albany meeting it was decided to call on the Governor, the Honorable Frank W. Higgins, and an hour was arranged for, through his private secretary, Col. Frank E. Perley. The body called on the Governor and the purpose of the conference and the call were very clearly stated to him by the Hon. C. V. Lodge, Superintendent of Monroe County, who also made an earnest appeal to His Excellency for favorable action and for liberal appropriations to all State institutions, especially for the Rome State Custodial Asylum, Syracuse State Institution For Feeble-Minded Children, the Newark State Custodial Institution for Feeble-Minded Women and the Craig Colony for Epileptics. Your committee is gratified with the result of the Governor's actions. Your committee is of the

opinion that the continuance of the mid-winter conferences of the official charity workers in the City of Albany, at a time when the Legislature is in session will prove beneficial to the Superintendents, the Commissioners of Charities, to the people and an excellent help to the legislator who is interested in legislation beneficial to the people and the poor. In conclusion this committee recommends to this convention the adoption of a resolution to the effect that the mid-winter conferences of the Superintendents of the Poor and the Commissioners of Charities be continued at Albany.

Respectfully submitted,

C. E. WEISZ,

Chairman.

MR. LODGE:—I move that the report of this committee be received and that the recommendations be adopted. Seconded and carried.

MR. WEISZ:—I ask permission to make a partial report from the Committee on the National Convention of County and Municipal Poor Officials on the restriction of the present evils of immigration. I will state that the committee, immediately after the adjournment of the Patchogue convention, proceeded to do its work. It issued 1,000 letters throughout the country, from which they received 728 replies out of 1,000, which was very favorable. Especially, we find a greater willingness on the part of the cities throughout the country to assist the committee. It is a cause that will require the attention of the cities, and, in fact, does at this time. We have labored successfully in securing the ablest minds who are willing to assist us in the undertaking, and the committee has about decided to call the convention some time in November, the latter part of November, in which we are obliged to conform to the wishes of the President of the United States. We purpose to call it in Washington and at a day most suitable for him to make the opening address. We have deferred going to visit him for the reason that on one occasion our arrangement was on the day when one of our delegation could not attend on account of his wife's illness. The next arrangement was due to some other unpleasant circumstance arising just prior to the departure of the committee, so we have deferred our visit to the

President for a final reply until he arrives in Oyster Bay during the summer months.

We have every prospect for a successful convention, and we ask one and all of you, as you go home, to allow your local papers to express such sentiments on the subject, which is really captivating the country, the President and the present Congress of the United States—the question of IMMIGRATION. I trust that this will be received with some favor. What progress we have made has been made with considerable hardship.

THE PRESIDENT:—From personal knowledge, while I have not done as much on this committee as the chairman generally does, I can bear out his statement that the committee has worked hard on this matter. They seem to have met with a hearty response throughout the United States. It is a subject that this country should look into carefully, the restriction of immigration, to some extent, to a large extent carried on, and I think it wise that this association should still continue this committee in operation until they have attained their aim—the successful launching of a Committee of the Conventions of Immigration throughout the United States.

This convention is now adjourned until to-morrow morning at 9:30 o'clock.

WEDNESDAY MORNING SESSION.

Convention was called to order by the President at 9 o'clock.

PRESIDENT KIRKPATRICK:—I would like to say, first, that if any of the delegates who have railroad certificates will kindly hand them to our secretary, they will be countersigned, so that they can get their rebates. Lunch will be ready at 12 o'clock to-day, so as to give everybody time to get the 2:10 train to Dr. Pryor's institution. We hope everyone will join us on that trip as we think it will repay everybody.

The secretary will now read a letter inviting us to hold our next meeting at Cooperstown.

Secretary Ives then read the following letter:

COOPERSTOWN, N. Y., *April 29, 1905.*

John Brown, Esq.,

County Superintendent of the Poor,

Phoenix Mills, N. Y.

Dear Sir: At a special meeting of the Cooperstown Board of Trade, held at the board rooms on the 28th day of April, the following resolution was adopted:

RESOLVED, That the Cooperstown Board of Trade request Superintendent Brown of Otsego County to extend an invitation on behalf of the Village of Cooperstown to have the Annual Convention of the County Superintendents of the Poor for the year 1906 held in Cooperstown; that the Board of Trade assures the Association of the customary entertainment, and that a committee will be appointed to assist in making arrangements for this Convention and to do all they can to make it pleasant for the members of the Association.

Yours truly,

J. S. CAMPBELL,

Sec'y Cooperstown Board of Trade.

Moved and seconded that the invitation be referred to the committee. Carried.

MR. IVES:—I will also state here that the tickets for the excursion to Dr. Pryor's will be at the office after the adjournment this morning.

PRESIDENT KIRKPATRICK:—The President will read the names of the different committees for the ensuing year appointed by him:

COMMITTEE ON ORGANIZATION.

D. W. HITCHCOCK, Poughkeepsie.

J. BAKER, Suffolk.

O. R. WESTOVER, Schenectady.

A. J. TRIMBLE, Cayuga.

R. C. QUINN, Chenango.

COMMITTEE ON LEGISLATION.

E. B. LONG, Westchester.

RALPH S. WISNER, Ontario.

WM. C. ACKER, Steuben.

A. C. SUTHERLAND, Orange.

D. C. BROOKS, Tioga.

COMMITTEE ON RESOLUTIONS.

C. E. WEISZ, New York.

A. C. SMITH, Oneida.

P. REDMOND, Jefferson.

J. SMITH, Broome.

J. H. MALLORY, Chemung.

COMMITTEE ON TIME AND PLACE.

A. D. SMITH, Essex

J. W. BROWN, Otsego.

W. H. TOWNSEND, Yates.

C. E. DODGE, Chautauqua.

WM. J. WALLIS, Albany.

COMMITTEE ON TOPICS.

C. V. LODGE, Monroe.

MISS E. W. GUY, New York.

L. L. LONG, Erie.

CYRUS C. LATHROP, Albany.

SMITH RICE, Onondaga.

PRESIDENT KIRKPATRICK:—Ladies and Gentlemen, we will commence our proceedings this morning by listening to a paper by Dr. Robert W. Hill, on

“STATE, ALIEN AND NONRESIDENT POOR.”

DR. HILL:—Mr. President, Ladies and Gentlemen:

Instead of listening to a paper, you will bear with me, I am sure, if I ask you to listen to a few observations upon the law of this State and the methods of its working in regard to the State nonresident and alien poor. Sometimes we are so busy that we find it impossible to get time to set down on paper the things we would like to say. We are sometimes, therefore, compelled to speak from general knowledge and the inspiration of the moment, which may not be so conducive to brevity, but it may have other compensation. As a general remark, I may say that the poor law of the State of New York is based upon two principles:

First: The responsibility of the Republic for the care of its weaker and helpless members.

Second: The responsibility of the localities for the care of their dependents.

The recognition of these two principals is found in the poor laws of all the States, and are also embodied in the poor laws of other countries; so that it is not at all new when we say that

localities are expected to provide for their own dependents. But localities are only minor parts of the great whole, and the State, recognizing in settlement-law the responsibilities, also aids to relieve localities whenever the settlement has not been accomplished.

A definition of a poor person is one who is unable to care for himself, and the relation of that poor person to the public is defined by his residence. There are three classes, a town poor person, a county poor person and a State poor person.

A town poor person is one who has gained a settlement in the town by a residence therein for a year.

A county poor person is one who has not gained a town residence, but has resided in the county so long that he has lost his residence in some other county, and yet has lived too long in the county to be a charge upon the State.

A State poor person is one who has not resided in any county of the State for sixty days preceding his application for relief to an officer of the poor or other public officer charged with administration of public relief. But it happens that a State poor person may fall into the category of a nonresident of the State or an alien; and it also happens that a town poor person may fall into the category of an alien and may properly, also, be classed as a citizen of another state who should be removed to that state. The same is true of a county poor person. He may be an alien or he may be one who properly belongs to another State. Now, then, if we can bear in mind clearly the correct definition which is made in regard to the State poor person, that the responsibility of the State for maintenance is only when a person has not lived for more than sixty days in the county prior to his application for relief, we can proceed to the consideration of the means of disposal. Sometimes it is asked, does sixty days mean up to the day of his commitment? It means just what the law says; no more or less; that he must not have resided for sixty days in any one county of the State prior to the date of his application for relief. Now, his commitment may take place a month later; it may take place a week later; it may take place a day later or upon the same day, but he is a State poor person only when his application for relief is made

before he has completed sixty days of residence in any county. It is sometimes said we ought so to consider the law in this matter as to guard the interests of the several counties by the State assuming the care of all persons who have no interest in the county, but who may have resided in the county, for some reason or other, a few days more than the sixty. But, unfortunately for us, the law of the State is determined by the Legislature and the Executive, and none of the subordinate officers of the State, who are charged with duties under the law, have the right to add to, or take from, its exact meaning; hence we are compelled by the law to follow it in its literal sense, when it says sixty days, and if, unfortunately, the delay in asking for relief carries the individual into a residence of sixty-two days or sixty-one days it makes the case not that of a State poor person. But there is another element of relief which has been wisely inserted in the State poor law. The State not only takes care of all the expenses of the maintenance of the State poor and provides for their return to their proper residential locality whenever that can be determined, but it also provides that nonresident poor, whether they are State poor or not State poor; that is whether they be State poor or county poor or town poor, who have a proper residence in some other state may be removed by the State and sent to their homes and friends elsewhere. That is a provision of the law which seems to have been overlooked in a great many instances, and counties have been burdened with the care of nonresidents, who might have been removed to other states if the matter of their commitment to the almshouse had been within the cognizance of the State Board of Charities, and Superintendent of the State and Alien Poor, who would have made a proper inquiry into the case and determined as to their removability.

Now, having disposed of the definitions of State poor, and the responsibility for the maintenance of the State poor, and also having spoken of nonresidents, we will consider what steps are necessary to secure their removal. In many counties of the State it has been found that, in spite of the vigilance of the Superintendents of the Poor, applicants for relief are able to conceal their identity, and are also able to hide their movements for

some time, so that when they apply for relief they are accepted upon their statements, and remain in the almshouse for some time before the fact is discovered that they should be removed elsewhere, but when it is found that a person has a home and friends elsewhere; when it is found that he belongs to another state, or has friends there, who are willing to provide for him, if that fact be brought to the attention of the Superintendent of State and Alien Poor, it becomes his duty, under the law, to secure, if possible, the removal of that person to his friends. In order to secure the proper application of the law, there is embodied in the poor law itself a provision requiring that duplicate records of admissions of all poor persons be sent promptly to the State Board of Charities.

I hope that the Superintendents of the Poor will not think that in what I am about to say that I am reflecting at all upon their ability, but I want now to impress upon them, if possible, the importance of these duplicate records being sent promptly to the State Board of Charities in Albany. There are some counties from which the duplicates have not been sent in a long time. Some counties have made a practice of sending such duplicates once a year, and it has happened lately that a county superintendent, entering upon the discharge of the duties of his office and examining the register of admissions, found that for the full time of three years of his predecessor no such duplicates had been forwarded, and he felt that he should supply the omission. He compiled and forwarded all of the admission records, extending over a period of three years, during which his predecessor had held office. Now, if I can impress upon you the importance of promptness in this matter, I am sure it will result in good, and in the end be of value to the State itself. If these records are sent to the State Board of Charities immediately upon the admission of an inmate, they will be examined carefully and if they disclose the fact that the new inmate is a resident of another state, or if that particular point tends to show that the inmate is an alien, inquiry will be made at once for the purpose of securing the removal of that person from the institution; while, if the admission duplicate be not forwarded promptly the person may remain in the institution for one month, two or three

months, or a year, receiving all the benefits and costing the county considerable money, then be discharged, when he could have been removed from the State and county; so that by promptness in this matter the county itself will save money; the State will be relieved, perhaps, of the burden due to the permanent settlement in its limits, of the pauper, and perhaps all of the progeny of such a pauper for generations to come. Now, as illustrative of the desirability of the promptness in this matter, as well as of making the records as complete as possible, I have brought with me and have in my hand a number of duplicates which I received a few days before I started for this convention, and several of these came from one county, and show by their forms either that the person is a nonresident, therefore removable, or an alien, therefore deportable, in all probability, or in both cases persons whose history should be inquired into in order that the State may be relieved of their support. Unfortunately, however, these duplicates all have one defect, and if the Superintendent is present, I hope that what I say is not to be taken as a criticism of the Superintendent who prepared these papers, because he did the very best he could probably under the circumstances, but if he had been able to complete them it would have saved considerable correspondence and it might have resulted in a quicker removal from the State of these aliens and nonresidents. Now, I will illustrate: First we have the name of a man whose age is sixty-six years and whose birthplace is Germany; the only remark in regard to this man is that he was committed for old age. Now a man who is sixty-six years of age is old, but, according to the tables of mortality that we rely upon in determining the length of time of pauper commitment remaining in almshouses, this man has at least fifteen years of dependence upon the county before him, during which time the county will have to support him, and make all provisions for his needs, so that if we could remove him, having the facts sufficient to prove it, the county would be saved the sum of one thousand dollars.

Now our next one contains the name of a man who is only forty years of age, and the only remark about him is that he belongs to the community, and is committed because of sickness.

He also falls under the alien class. It may be possible he may have lived in the United States too long to remove him, but, at least, the case deserves our inquiry, and it will be a help to the county superintendent if we are able by additional facts to get him returned to his native country. And so I go through the others. I have a man forty-five years old, from Norway; one forty-five years old from Ireland; I have a man of fifty from England. These all came from one county and within the last week. I have another of thirty-seven from Poland; I have another man of thirty-eight from Poland; these came on Monday. Now we have a number of cases like the following: A young woman eighteen years of age from Germany, pregnant, unmarried. I have here about half a dozen cases of about the same age and about the same condition. These cases should be especially inquired into as promptly as possible, because upon the birth of a child the alien is no longer removable by the United States authorities, and the State must bear the burden. So I desire, if possible, to impress upon you the importance of compiling as much of the history as possible and giving us all the facts which will enable us to locate the homes to which such persons belong, who are thus nonresidents or aliens in your almshouses.

ALIENS.

Now about aliens. What is an alien? Not a foreign-born person, because at the present time I suppose about one-fifth of the population of the United States is actually foreign-born, and of that number a large majority have become citizens of the United States. A citizen of the United States may, of course, have been born in a foreign land, and the naturalization laws of the United States provide for the transfer of allegiance and the confirmation of citizenship. Hence, in determining who is an alien we must not conclude, as has been done in the past, that all foreign-born people in our institutions are necessarily aliens. An alien is one born in a foreign country, who has not become a citizen of the United States. Now, the way to become a citizen is to receive citizenship after a residence of five years, through the courts, in accordance with the law. The United States law provides that certain classes of aliens shall not be

admitted to the United States, and if such aliens gain entrance they gain entrance unlawfully, and if discovered within a certain period may be deported by the United States at the expense of the steamship company upon whose vessel they were brought to this country. The United States law also provides that aliens entering the United States lawfully, who become dependents from causes existing prior to their arrival in this country, may be deported at the expense of the steamship company, if the case is brought to the attention of the United States Immigration Bureau within one year of the time after their arrival.

If for causes arising subsequent to their landing in the United States an alien becomes a public dependent, he may be deported at the expense of the United States, if the case is brought to its attention within two years, but unfortunately it happens that the United States law requires in that case the consent of the party to go. I have here a letter from a United States Commissioner of Immigration referring to the case of an alien who landed in the United States from a vessel on the 24th, and four days after his arrival in the United States made application for public relief, and was committed to an almshouse, his settlement in the almshouse taking place within eleven days from the date he was discharged from the vessel; yet, because the physician stated the cause of his dependence arose subsequent to his landing, the Commissioner of Immigration says that he cannot be deported unless he gives his consent. Now, you will appreciate the difficulty of getting the consent of an alien who has saved money to come to this country, to return to his country.

You will understand that in ninety-nine cases out of every hundred the alien does not want to go back, knowing that if he goes back he will be compelled to beg in his native land, while in this country he can be lodged and cared for in one of our public institutions and lead a life of comfort for the rest of his days.

It seems to me that there is an absurdity in the provision of the law, or the rules adopted in its enforcement, that the consent of the dependent alien is required before he can be returned to his country, when he has hardly shaken the dust of his native land off the soles of his feet, before he is committed to one of

our institutions. In one week over one hundred thousand aliens passed through the Ellis Island Immigration Station and were discharged upon the United States to be assimilated; of that number I think it is stated that during the same time seven hundred and twenty-five persons who attempted to unlawfully enter the country, being of the excluded class, were detected by the examiner on Ellis Island and returned to their native land. If 725, or if 1,000 were promptly detected on Ellis Island, think of the large number of others who succeed in entering the country, having only means to enable them to subsist for a week or two, during which time they must obtain work and be able thereafter to care for themselves, or become dependent.

It is for us then, to cope promptly with the problem of the alien who finds himself unable to provide for himself, and who applies for relief, and who may become a permanent inmate of an institution. It is for the county superintendent to report that matter promptly. It is for the Department of State and Alien Poor to look up the case immediately, in order that the State may be relieved of any undesirable ones.

I am glad to say that during the year that has passed a large number of aliens have been removed from our several counties and county institutions. I am glad to say that from week to week detachments of the undesirable persons are being forwarded to their old homes in Europe, and thus the country is being relieved of their support.

But while this is true, there remains the problem of those who are not deportable under the law. You will recall that some time ago statements were made in the papers that sixteen thousand alien inmates were reported to be found in the charitable and penal institutions of the State of New York. It was an appalling statement and one which demanded prompt inquiry. The State Board of Charities sent at once to Washington a request that a list of all such aliens reported by the United States Immigration Inspectors be sent to it, that it might make an examination into each case, and determine whether it was possible to remove any of them from the State. It was found that the United States authorities were not prepared to furnish the clerical help, and give the list to furnish the State Board of

Charities the desired information. And I was there for a week and we secured a list of every alien who has been reported as in charitable institutions of the State of New York, and we found that there were instead of sixteen thousand, a very great number less, and that only four thousand of every class and condition were registered as being in charitable institutions of the State,—a great difference between the reported sixteen thousand and the actual number. Of this four thousand there were small children who had been left orphans; there were the temporarily sick, who, suffering from an acute attack of disease, were incapacitated for a few days, then discharged cured and able to go about their work. There were those suffering from an accident, a broken leg or arm, but all registered as pauper aliens in a charitable institution. Then there were a large number of old men and women, who had lived in the State of New York, or the United States for sixty or seventy years, putting forth all their energy in building up the country, being left destitute in their old age, and compelled to apply for public relief. It was found that not one case in over one hundred was properly in the deportable class, and such as could be, under the law, or in the exercise of a humane administration of charity, were sent out of the United States.

We had lists sent to every Superintendent of the Poor in the different counties containing those who were alleged to be in the institution under his charge, and he, himself, returned the answers whether they were deportable or not, whether there was any good reason why they should be sent out or not, and following that, the Inspector of the Board has gone from almshouse to almshouse and inspected the charitable institutions and has taken up each case, made inquiry with diligence and, as a result, is able to show that he has not found that any one person out of over a hundred, reported as an alien, in the State charitable institutions of New York, could or should be deported.

But now, in order that we may prevent the overloading and overcrowding of our institutions with aliens, if the county superintendents will take up this matter of reporting promptly every application for relief we will see to it that every removable case is dealt with promptly, and the counties will be relieved of all unnecessary expense.

MR. LODGE: There is one point in this paper that I should like to bring out and that is the handling of a sick person, a person disabled through accident or other means, and taken by an ambulance to the general hospital; on a visit we find that if he were in the almshouse he would have been considered a State case. We ought to be, in the larger cities, wide awake to the fact that we can commit these cases and get their testimony forwarded to Albany by doing it while they are in the general hospital instead of waiting until they are removed.

THE PRESIDENT: I think Dr. Hill stated that point very plainly; that the moment that the applicant made application to you, and if he applies to go to the hospital for relief, that is the date of the application, and you can date your paper that day and not wait until he is removed from the hospital.

I think this paper of Dr. Hill's is one of great interest, and I would like to have the superintendents discuss this matter. I think they would gain a great deal of knowledge which would be of benefit to each and every one of us. I would like to hear from the Superintendents generally. (Prolonged silence.) I do not want to call out any names. I think that some of my brother superintendents are very lax in getting up to speak. I would like to have you get up yourselves, every one of you, if you will; I do not call it an order. As I said to-day, we have to live and grow; and, to recall a paper that was read here, I think that paper was a great surprise to us. If Mr. Smith can get up an article like that on his first attempt, I do not know what his second, third or fourth attempt would be.

The secretary has a telegram from Father Kinkead, in reply to the telegram of sympathy, sent him by vote of the Convention.

Secretary reads:

PEEKSKILL, N. Y., *June 21, 1905.*

J. W. Ives,

Sec'y Convention Superintendents of the Poor.

Many thanks for sympathy and good wishes of Superintendents and my friends at the convention. I greatly appreciate their kindness and regret I cannot be with them.

(Signed.) L. L. KINKEAD.

MR. IVES: Dr. Pryor has sent word that he is ill and cannot be here this morning. He desires the Convention to meet with him this afternoon and he will there give his address, if desired.

MR. LODGE: Mr. President, may I offer this resolution?

THE PRESIDENT: You may.

MR. LODGE: I offer this resolution, Mr. Chairman, because we have in the State a number of available coworkers, who have passed out of office; a number that we could mention but do not feel as though they are members with us. We would like to have them come and have them with us. I move the adoption of the following resolution: (reads)

"RESOLVED: That all Superintendents of Poor, Overseers of the Poor, Commissioners of Public Charities of the counties, towns and cities of the State of New York, who, by virtue of their office, are, or have been members of this association, shall hold such membership permanently. But the absence of any permanent member from three consecutive regular conventions, shall be sufficient cause to forfeit such permanent membership, unless he shall render satisfactory reasons why he should not forfeit such permanent membership, which shall be referred to the Committee on Credentials."

Resolution seconded and carried.

THE PRESIDENT: I would like to hear from Brother Crosman of Genesee.

MR. CROSMAN: In Dr. Hill's remarks there are many interesting facts to be remembered which would be of advantage to us. In this case of the State poor making application, at about the expiration of sixty days, say fifty-nine, who are unable to be removed, and for some other reason do not want to be removed, the expense, as I have always understood it, would fall upon the State; that is frequently quite an advantage. I do not think of anything that I could say which would throw any further light on the subject.

A DELEGATE: We have occasionally accepted in the city a family, more often a woman with some dependent small child, the husband has deserted them or died—died, to make the case perfect,—and it is an impractical thing to tear this child away from the mother, and put it in an orphan asylum, and put the

mother in an almshouse; but make them a State case so that they can be returned to the country from whence they came. Now, it is contended by a number of the Superintendents of the Poor that the section of the law which says—"An almshouse is any place where a person is supported at public expense" covers the case of this woman and child. This is the point we would like to hear discussed.

DR. HILL: Now, in regard to the commitment of the state poor person; a state poor person or a poor person is to be committed to an almshouse, but the law defines an almshouse as "a place where the poor are supported at public expense." And the act authorizes the Superintendent as regards what is best for the interest of the public after that person shall be committed. He determines what is necessary in the particular case and the law provides that the child shall have to be sent to the almshouse building itself, so that it is within his discretion, in the case of a woman and her child, to put her for public support where she can be cared for best. I do not think we would have any trouble about that child. When we come to find the facts in the case, we find that she has actually been committed.

MR. FOLKS: I have always felt that there was injustice in the law which provides that people must be committed to any institution before they can be committed as State paupers, for the purposes of transportation. Now given a person who is disabled and whom it is proper to deport or send away to some other place, the law provides that that person must first go to an almshouse. Why shouldn't we amend the law? Could there be any amendment to such a law?

DR. HILL: I have nothing whatever to do with the enactment of the law or its amendment. I can, however, perceive the wide door, which may be opened if the actual test of poverty before commitment were not made. Now, it happens that in the State of New York a great many cases are brought to the attention of the State Board of Charities of families and others who are nonresidents, or whose parents, in the case of children, are nonresidents; they are not in actual almshouses, as, for instance, Blackwell's Island; they may be in one of the asylums, but they are supported at public expense. They must be committed

by the public authorities to cause any authority to take hold of their cases. As for the amendment, I think I did not express an opinion as to how the law should be changed.

MR. SUTHERLAND: You have stated what were town and state poor; will you explain what are county poor?

DR. HILL: If a person has not gained a residence in a town, and yet has resided in the county more than sixty days, he is chargeable to the county.

MR. FOLKS: I think a person who is supported by outdoor relief, even though, for the time being, remaining in the custody of the authorities, is a just and proper subject for deportation by the State Board. Therefore, I should heartily favor the law that any person who has been supported by the local authorities may be committed as such.

DR. HILL: That is the present provision of the law; if anyone who has not resided for sixty days in any county of the State should make application for relief to a public officer he should be made a State poor person.

MR. FOLKS: And thereby follows that he should be committed.

A GENTLEMAN: Mr. President, a member of Dr. Pryor's staff at the State Hospital is present and would like to make a few announcements in regard to the State Hospital and the meeting to be held there this afternoon.

DR. DEVINS:—I wish to convey the regrets of Dr. Pryor, who had planned to be here this morning. He has not been well. But he wishes very much that every member of the convention should come this afternoon. It is not the very best day in the year to see Ray Brook, but I am sure you will be glad to see how we care for our patients. Dr. Pryor expects to meet you and give the address that he has prepared.

We realize, Mr. President, that the hospital cannot succeed without the hearty coöperation of every superintendent throughout the State. Furthermore, many of those who are there today have expressed the desire that 'his superintendent' or 'her superintendent' will be there today.

THE PRESIDENT: It has been requested that the Superintendents and delegates and others among us try to make it a point to go this afternoon.

MR. WEISZ: In support of Commissioner Folks I believe I can readily say that the authorities in New York City would be more than pleased to support an amendment. For now, under the present conditions, the county is unnecessarily burdened with the care of the person awaiting the justification or adjustment of the State poor case. Where applications are made for the care, as is the case many times in New York City, friends desire to take care of the poor and indigent persons until such time as they can be removed or deported. It is our experience in the past at the city home or city poorhouse, until a large bill is run up; and then it also accumulates an expense so far as the city is concerned because it is a burden upon the taxpayers. I am confident that the authorities of the city of New York would support any amendment of that character at the next Legislature.

THE PRESIDENT: This convention now stands adjourned, and we hope to see every one of you at Dr. Pryor's this afternoon.

WEDNESDAY AFTERNOON—(At Ray Brook Hospital.)

The greater part of the members of the convention took advantage of the trip to Dr. Pryor's, and were there most courteously treated by Dr. Pryor and his associates.

Immediately after the arrival of the delegates and friends, they were assembled in the large auditorium where they were addressed by Dr. Pryor, who spoke as follows on the subject

THE PROPER CARE OF CONSUMPTIVE POOR.

In the first place I wish to apologize to you for not being present this morning, and I regret that my illness made a break in your program. But, in one way, it is not thoroughly unfortunate because I think it is just as well to tell you about something here and then show you about.

Now, I notice by the program that the topic of the paper which I was to present was "The Proper Care of the Poor Consumptive." I have spoken upon that subject a great many times, and after thinking the matter over I came to the conclusion that instead of devoting too much time to that phase of the subject, it would be wiser to talk upon the work of this institution in a

practical way because there are assembled here men who send cases to the institution, and I think, from letters which I have received from them, they are pretty anxious to know about the work here, the plans, admission and cost, so that I shall dwell upon those matters as much as possible.

The care really means the battle against tuberculosis. Now, in considering this question there are two methods to be considered: the care of the early case, and the care of the advanced case. I do not claim to be an authority on this subject because others have studied it more than I.

About seven years ago, in Albany, the remark was repeatedly heard "Give us full scope, give us power, and with our new ideas of prevention we can wipe it out in ten years." That was seven years ago. New York City undoubtedly leads the world in the methods of prevention. It is said that it has decreased very materially in the city of New York. I have always believed, and now I have the positive conviction, that the death rate from tuberculosis follows the general death rate; and that if you have a low general death rate you will have a low death rate from tuberculosis. The reason that we have had the greatest decrease in the city of New York is that we have had the greatest number of consumptives there to deal with. The death rate in many cities has decreased fifty per cent. in ten years. And that is due clearly to the reformations in the tenement houses, and many others which I do not need to mention. Look at this one fact: year before last the death rate in New York dropped to 13,000 and the death rate has remained at that figure; but this last year it jumped to 14,500, an increase of 1,500 in one year. These are things that you cannot account for.

So much for the prevention. There is no question but that we have the right of the battle. But the principal thing that has to be accomplished is getting the poor consumptive out of his home where he endangers the whole family, that you may educate the body as we have done,—and we have educated them so far in the last two or three years that we have added hardship to the affliction of tuberculosis. I mean by that that many and many a man has been discharged from employment because the person working with him feared he might take the disease. And

in that way education has done harm. We must be careful what we say to the public. As a matter of fact, if proper methods of prevention are used there is, practically, no danger of infection. Now as proof of that, not a single person working here has been known to have developed the disease.

But, to come back to the question of care, because that is one you are greatly interested in; I claim that the important thing is to get the poor consumptive out of his home. In the first place, he may be an ignorant person; he is not going to admit that he is sick; he is not going to a physician or anywhere for relief as a rule until it is too late to do anything, and, consequently, he remains in his home and brings danger to his family unless properly taken care of.

But, where shall we spend the money; shall we spend it in the care of the early case, or the advanced case? We could spend it for both. But, if there has to be a preference as to where to spend the money, I say, by all means, spend it for the care of the early case, and do so for the following reasons: in the first place, I claim that the advanced case of tuberculosis is always the neglected early case, and the fact that we have in New York State anywhere from 50,000 to 60,000 consumptives is simply that no attention has ever been paid to it. And the strange thing to-day is the fact that the consumptive is the only person suffering from any form of illness known to humanity that receives no care whatever, and no provision for his care. That is an absolute fact. You take it in any city or village and if a person there develops any form of disease, except tuberculosis, he can be immediately given the very best care we know of for the cure of that disease. If a person in any city or village develops tuberculosis, where can he go? What shall he do? There is absolutely nothing for him to do. There is no place for him to go; no money to send him; that disease is incurable, and there is no question but that he will never get well. That was the condition until this institution was built.

Now, the advanced case must be cared for, and it must be cared for until the person dies, because he cannot possibly be cured of it in his home, and, as a result of the hatred of the disease that has been developed, the general hospitals all through

the State have refused to accept advanced cases of tuberculosis, and I know that it is absolutely true; they die in the streets and on doorsteps because the hospital has been denied them. There is absolutely no excuse for that feeling and there is no reason why the advanced case cannot be cared for in the cities or villages where they live. That time is not far distant; it is coming fast. The advanced cases are not sent here through the ignorance of the superintendents. These men are not supposed to be experts. They rely upon the diagnosis of some physician, and the ignorance shown by the profession is simply appalling. This I can illustrate to you: Thus far we have received 950 applications for admission to this institution and of these 950 about 180 were accepted. Of these 180 accepted, not more than sixty per cent. were properly incipient cases; and still in the State of New York not more than sixty per cent. of them can be considered incipient cases, and if they were selected in accordance with the definition which was prepared in this institution, and recently adopted by the National Association, I do not believe over forty per cent. would be incipients. While on this point let me go a little further because it is interesting. For five years, at Albany, the members of the Assembly and the leaders of the Senate took the position that if this institution were built, it would ruin the State financially and that if built, it would cost the State \$10,000,000 a year. Our only answer to this argument was: "All right, let it cost \$10,000,000 and let the State spend it and get rid of this disease." The institution was created. It has been running for almost a year and it has never been full. That is the most striking thing about this institution. We can accommodate only 120 people and yet the institution has never been full. And with 50,000 cases in New York never have we had 120 cases in the institution, and there evidently won't be any danger of ruining the State for years to come.

Now the reasons for taking care of the early case are these: You take the case out of the home before there is danger of infection, before the person has reached the advanced stage. And if you send the early case away at the right time the average cost of that patient, as nearly as I can figure it out, if the patient stays here six months, will be \$130. It costs the county \$5 and

the State \$9 a week. It would cost about \$130 to care for that case until a recovery has been made or until an opportunity has been had to be cured. Now, figure up what it would cost to take care of that case if a recovery is not made. The nearest we can approach to it is this. At the present time there is no provision in the laws of the State of New York that fixes the value of the human life. There is no way of estimating the value of the human life. In Germany they say a person's life is worth \$1,500, to the government, because it costs that much to educate the person. The American is worth at least as much, because he produces more wealth, and if we assume that he is worth to the State \$1,500 and practically all consumptives take the disease and die during the greatest earning period,—anywhere from fifteen to thirty years, it costs you a great deal more to take care of it for from one to five years. Then you have to support the family; then you have to bury him, and then, again, is the fact that you cannot figure up the loss to the family and to the children, without their being compelled to attend school, and get an education. And, in the rough, any advanced case of tuberculosis means a loss to the State of at least \$3,000, so that the State loses more every year from tuberculosis than it costs to run the State government. In other words, we had last year 14,500 deaths. That equals fourteen and one-half regiments, and if in one battle 14,500 men from the State of New York should be killed it would be considered a horrible thing; the whole State would be interested. It is equivalent to wiping out the population of a large town, and it is simply due to the fact that there is nothing done for the consumptive at the right time. Germany is so far ahead of us that we are distanced. Germany has at the present time sixty large sanitariums besides the private ones. Of course Germany does not lead us in everything. To sum up the whole thing, I believe in the care of the early case: and to say it in a few words; take care of the consumptive at the right time and right place until he is well, and not at the wrong place and at the wrong time, until he is dead.

Now, in regard to this institution and its practical working. A few words in regard to the latter.

In the first place: Any official for the care of the poor in the State of New York can commit a person to this institution. As soon as the application is received, immediately word is sent to the examining physician nearest him. There are examining physicians appointed in each city of the first, second and third classes. Now, I can say, that in some of the cases it is a hardship not to have more examiners. They are often compelled to send the patients from their county, into another to have them examined. This was deliberately done by the senate, for the simple reason that they feared if men sufficiently expert in the examination of the disease, men of sufficient experience in the treatment of lung diseases could not be found in every county, there would be danger of receiving cases not thoroughly incipient. The case must be incipient, and the hospital has been called the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis. The case when found is sent to the examining physician,—there are at least two in every city—the examining physician makes the examination and sends his report to the superintendent of this institution. That report is carefully scrutinized. If the report is accepted as a proper case for admission I immediately notify the superintendent, or whatever officer he may be, to send on his case at once. The law also says that “the superintendent, or poor official shall pay any necessary expense for transportation and five dollars a week for the care of the patient.” After the case has been discharged, the officer in care of the poor is notified that on such a date that case left the institution, and then the bill for the care of that case is sent to the Comptroller of the State and the Comptroller of the State collects the bill. This institution has nothing to do with that part of it. This is entirely in the hands of the Comptroller of the State of New York, and at certain times he sends word to the poor official and asks for money to pay the bill. And this would be about twice a year.

Now, that is all there is to the form of gaining admission to this institution. As soon as the case is accepted it should be sent. In some of the counties the cases have been accepted and not sent for a month. Therefore you will realize the importance of sending the case promptly.

We consider the case as apparently recovered, when that person has had no symptoms of the disease for three months. In other words the patient comes in here with tuberculosis; that case is under treatment for tuberculosis for a certain period. Finally the person has no cough or expectoration; there are no bacilli present, no fever, no sweating. We then say that the disease has been arrested; that is, if they continue so for three months. They are apparently recovered. The longer we keep them the surer are we that the cure is made. The early cases will average from five to six months in the institution. Apparently they are quite fat; they are soft, and then they have no energy; they cannot do anything, and if they go home that way they simply live on the county, and the first thing they know are developing the disease again. The rule has been in a great many institutions to have the patient sit perfectly still and stuff him and send him out fat, soft and flabby and no good, but without any symptoms. Now, we do not adopt that plan here. Before the man goes out of here, and is discharged, apparently cured, he is required to perform from four to eight hours' work daily, and if he does not want to work the only thing to do is to send him home; and I sincerely hope that I will never get a letter from a superintendent complaining of sending a case home because he did not want to work. If we do not insist upon the work, we have climbing hills and in that way we send them home hard. It is not a difficult thing in our institution to have a case gain from thirty to fifty pounds, and gain at the rate of five or six pounds a week. I will show you this afternoon a tent camp, where every bit of work was done by patients, the painting and carpenter work and everything about it was done by the men patients, and yet you will often read that you must never work consumptives. Where they really feel tired, then they are not doing well under work. Our patients have six meals a day. Three big meals, and a lunch of milk and eggs in between, so they really get six meals a day. I dwell upon this subject of work because I know that some of these people are going home to you some day. I am a firm believer in work before they leave this institution and there is no reason at all why, if the county is paying five dollars a week, and the State nine, or four dollars from the State and five from the county that they

should not work a little. The average State institution costs only about \$1.50 a week, and here it costs nine dollars, and so you can see the difference. Some of them when they get home may say to you, "I was treated very badly; and I was made to get out of the institution because I wouldn't work," and if they do tell you that, you may make up your mind that it is a fact, but that it is done to be fair and square to you and to send them home in a condition so that they can do something. Some of the patients who leave here without our consent write back, "I have not done any work at all;" and that is one of the humbugs about trying to treat tuberculosis.

Now, to go back, because I got interested and drifted away. I said to you that we heard from these patients after they leave the institution. We send them a circular and ask them to reply to it, and thus far they have done it, and we know every month how that patient is getting along. We have reports stating—no cough, no fever, etc. We know whether they have their windows open; we know how many hours a day they are in the open air. Really, that is about the most important part of their treatment. If a case does not recover and remains there then there is no question about the result. Now of forty that we have discharged as apparently recovered thirty-seven are perfectly well, and have had no relapse. One relapsed and returned to the hospital. That was a case of a stubborn fellow who did exactly what he was told not to do. Of the forty cases one has a relapse and one is not doing well, which justifies the diagnosis thus far. The cases arrested were seventeen; of these cases, five were still doing well, nine had no relapse and three were out too short a time to report. Of the cases that left here, those include cases that were not really incipient cases at all. They were rather advanced and stayed for a time, and of those thirteen were improved; and of these eight were fully improved; one doing poorly. Of the unimproved cases three have died; one, one week; one, two months, and one, one month after leaving the institution. There have been no deaths in the hospital, which may strike you as rather strange, and the reason for this is that we do not take cases of advanced character. But thus far there have been no deaths. We accepted 183 cases and there were over 950 applications, so that the difference be-

tween 183 and 950 cases were cases declined as cases not proper for this institution. So much for statistics.

Now about the method of care before we go about the buildings. I do not want to talk to you too long. Often when I get started to talk about tuberculosis, I keep right on talking.

In the first place, the case when admitted here, if he has a fever, a weakness of the heart, or is very weak, is given absolute rest, and this is continued until the temperature drops to normal, and then he is allowed to move about a little. Of the one hundred patients, I don't suppose we have over five that ought to be in bed. It shows you the importance of recognizing the disease early. Then, if the case is in pretty good shape, he is allowed to sit in his chair, and take a very little exercise, and then, immediately, the process of stuffing begins. He is urged to eat all he can. He is kept under one order all the time. I mean by that that he sits outdoors all day, so that there is never a time when he is not in the open air. Of course, we work under the assumption that if the case is in the open air, all the time, he is warm and comfortable. Some of them are living in tents and some of them in shacks. But we always find that we must have a place for them to eat and where their clothing can be washed—an administration building, and if they get cold they must have a place to come in and get warm. That will take care of itself. When they get chilled they come in and get warm and then we have them go out again. There are always rooms warm, so that they can come in. Last winter I had patients in tents until the 5th of November, when it was five below zero. They have a regular regime: there is a bugle-call at a quarter of seven; at seven-thirty they have their breakfast; they are immediately out of doors; they come in at one o'clock for dinner and are immediately out of doors again; at six o'clock they have their supper, and are out of doors again. Ten minutes before they come in to their meals they take breathing exercises. We have men and women here, and we never let them go out walking by twos; we make them go in groups and never allow any flirtation. We take the ground that they are not here for that purpose—that will come soon enough. We simply take the position that they are here in our care mentally and physically. Then at nine o'clock they go to bed, and that is the end

of the day's routine. We do not bother with a whole lot of printed rules; there are so many things coming up all the time. They are few and simple. I don't believe you can control a patient with a whole lot of rules; he cannot keep track of them. We simply tell him what to do, and see to it that the instructions are carried out.

But there must be room for those who can get well; room where they can be taken care of, better than expect them to gain right away after they come in here. We have only two nurses here. We cannot take care of a large number of advanced cases. I think this covers pretty well the method of treatment here and all the points that will interest you. If you care to ask me any questions, I shall be very pleased to answer them.

A GENTLEMAN: Will you please explain again with regard to admissions here? With regard to the examination previous to the patient being committed here?

DR. PRYOR: The officer of the poor, whoever he may be, simply writes to me, if he has no application blank. Let me say right here that I have sent copies of the letter to every poor official in the State of New York, but that I have repeatedly had letters saying they had never been received. But we will send a copy of the letter pertaining to the admission of cases any time any one desires it, giving full instructions. As soon as I get a letter asking for admission, I immediately mail back to the officer a blank saying that he will be responsible for this case at five dollars a week. As soon as I receive the application, I then send word to the officer, and say, "Have this case examined by Dr.——, who is the nearest State examiner to you." I mail him a blank and he fills in that blank and signs his name. I then look that over and see that it is a thoroughly incipient case; I notify you about as follows: "Case accepted upon examination of Dr. ———. Send case at once." That is all there is of it.

A GENTLEMAN FROM SUFFOLK: Where would we have our examinations made?

DR. PRYOR. Your nearest place would be New York City, and there you would have five doctors to select from.

DR. SEAMAN: Do you cut out the medicine entirely?

DR. PRYOR: No; we cut out the medicine entirely in the treatment of tuberculosis, but we do give medicine for headache, or to relieve some temporary illness. We depend upon the open air for the rest.

A vote of thanks was then given to Dr. Pryor for his very instructing address. After the address the guests were shown all through the buildings and before leaving were served with a dainty lunch.

WEDNESDAY EVENING SESSION.

The evening session was called to order by the President at 8:30 o'clock.

THE PRESIDENT: The principal subject for the evening is "The Children." We will now have the pleasure of listening to Mrs. Jennie R. House, County Agent for Erie County.

Mrs. House then read the following paper:

SOME HINDRANCES.

It is a common saying that the law has no terrors for the righteous man, but in these days of much legislation, old maxims have lost their force.

It was the law in ancient Egypt that each captive Hebrew must suffer severe penalty if he failed to complete his tale of bricks, even when no straw was allowed.

Heavy burdens and grievous to be borne are laid upon the unconscious shoulders of the dependent child by the very effort to safeguard and develop him. The eagle eye of the law is upon all who have dealings with him for fear the hand of violence should be uplifted against him. The superintendent of the institution brings down upon himself and his staff the anathemas of an outraged public if he tries to correct the child's faults with a birch twig. The law brings him before the bar of justice, the yellow glow of the newspapers lights up his crime with a lurid glare, and he is branded for life as a cruel monster.

The county agent, watched over by the Department of Public Instruction, the State Board of Charities, the board of supervisors, the superintendent of the poor and a suspicious public, is in a chronic state of anxiety for fear of transgressing. She is

human and has the heart of a mother; the children are dear to her and she glories in the privilege of being a link in the chain of circumstances which leads to giving them a start in life. She dreads pauperism for them, she knows the children; she knows the foster people, and how she would like to have her own way in regard to both. The lovely ones, the bright ones, the pretty ones, are easy problems; but there are the dull, the uninteresting, the naughty, the big adolescent. There are good people who need help; there are poor people who are good. Alas, there are few, who out of pure philanthropy will take a dull, unattractive child into his family with no prospect of any good to come out of it.

A man of excellent standing, whose home is ideal for a dependent child, said: "I can't keep Len, if I must send him to school all of the time. I need him more in September and October than at any other time. He is too little to be worth much, and he nearly drives me crazy with his tongue, but we like him and he can help with the fruit. I have bought him clothes and will send him to school after the hurry is over."

The attendance officer may wink at the absence from school of the mayor's son, but never the dependent child, whom his neighbor has taken for help. So Len has to go; he loses the constant influence of refined Christian people, the wise teaching of most worthy example. His new home is far inferior, but he can go to school.

Mary is a big, ill-shaped, plain-looking girl, dull but good-natured; she is fourteen, can read a little in the third reader—has been kept from school by careless parents, scarlet fever, a broken leg and various other calamities. A minister's wife who has two small children, will take her for help. She is placed in the family. Her clothing must all be made, as nothing can be bought to fit her. She is pleased with her home, has a neat little room and the children love her. The attendance officer finds out she is not in school. The town—a part of it—is moved to indignation because the minister is a lawbreaker. In vain he promises to instruct the child; nothing will answer and Mary loses her home.

Large children are not wanted in the orphan asylum and only the reformatory is open to them. It is much easier to dispose of

a bad child than a good one. The man may have been inelegant who said he was between the devil and the deep blue sea, but he expressed the perplexities of some situations most emphatically.

Joe, a large boy of fifteen, objected to a farmhouse in which he was placed and took French leave. His mother, living in a miserable room supported by the public, tried to find a place for him, but the certificate required by the school law could not be obtained and no one would hire him. It is hard to care for him now, but in a few years there will be the jail, the State's prison and the electrocutioner's chair. The tale of bricks is great and there is no straw.

One of our Catholic agents was obliged to remove a boy from his home and place him in a reformatory as soon as the new school law went into effect.

Our ancestors, many of them, were self-supporting at fourteen. A teacher in one of our public schools went out to service when fourteen; saving her wages a dollar a week, she bought with them a sewing machine, an organ, and an interest in a carriage. She afterwards gave herself a normal course and is now a successful teacher.

Is schooling—mark me, I do not say education, education is not confined to schools—is schooling better for the dull, backward child, than independence? Must we condemn children to the reformatory in order to have them in school? Of what use in the world is the learned pauper?

I know the arguments that will be brought up. The stony-hearted farmer wants a boy to make a slave of him. The selfish woman taking a girl from the home wants a maid for nothing, etc.

We are prepared to meet you on all these threadbare paths. Actual experience, with people who are willing for a little help or for company to take these unfortunate victims of vice, has proven to us that there are still a few Lots to save the cities of the plains from destruction. I am here simply to present to you for discussion this hindrance to our usefulness. There are many perplexities, but for fear of attempting too much we will not mention others. We wish to give our children a chance to rub

against the world, to get strength by combating difficulties—we do not wish them to be spoiled by privileges or injured by neglect and abuse. The bright ones to whom schooling is worth something can always be placed where they can have advantages.

THE PRESIDENT: The next subject "The Rights of Parents," will be given by Mary R. Orwen, Secretary of the Children's Aid Society of Rochester.

MR. WEISZ: Mr. President, I would like to apologize for my absence in the opening of this evening's session, in order that I may state the reason of Mr. Doherty's absence.

On Saturday, as I left home, I had a call from Mr. Doherty, who asked me, if it were possible if he prepared a paper, to send it to me and I would read it. I told him I would do it. He also asked me that if it were impossible for him to write the paper, to ask your pardon and that of the committee for his failing to do so. This is due to his prolonged absence in the west during the past five weeks, and on his return to the office he found it was necessary to stay at the office, because the head of one of the branches of the Department was called to leave the city to attend to business with which he is connected. I therefore ask that pardon for his absence be granted.

THE PRESIDENT: We will now listen to Miss Orwen's paper.

Miss Orwen then read the following paper:

THE RIGHTS OF PARENTS.

In these days of societies for the prevention of cruelty to children, children's aid societies, placing-out societies, truant schools and reformatories for delinquent and criminal children, it may be of interest to consider for a brief time the rights of parents over their children.

The degree of power given to the parent, in ancient civilized nations, was immensely greater than that exercised in later times. The Persians, Egyptians, Greeks and Gauls allowed the fathers an absolutely unlimited dominion over the life and liberty of their children. In ancient Rome the *pater familias* had supreme authority over his household, even in the matter of life and death. In this case, however, it was not an absolute license of power to be exercised in an arbitrary manner; but rather a regular do-

mestic jurisdiction; though this parental power was often invoked without the forms of justice.

The severity of these Roman laws was modified under later constitutions. During the reign of the emperor Hadrian, a father was banished for killing his son, though the son had been guilty of an atrocious crime. Constantine made it a capital offense in the case of adult children, and, under subsequent rules, exposing infants was also made a capital crime, and the practice was abandoned. Nevertheless, parents still exercised an almost complete control over the conduct of their children, which was terminated only by death, except in times of war, when the father's power was superseded by that of the State. Without the consent of the father, the son could not marry, nor bring an action at law, and all that he acquired belonged to his father, and he, himself, was, in a way, the property of his father.

The civil and municipal law of the Roman Empire was adopted by England as a part of her own unwritten law; but no such arbitrary power was given to parents, at any time, under the English constitution. The parental right ceased when the child became twenty-one years of age, but until that time the parent had the right to administer correction, in a reasonable manner; was entitled to receive the wages of the child and his consent was absolutely necessary to the validity of the marriage of a minor. A father had, however, no right to the estate of his son, except as guardian or trustee; and while he might receive the profits of such estate, he must account for them when the son reached his majority, but until that time arrived the father's power continued, even after his own death, for he might, by will, appoint a guardian for his minor children.

The word *parent* as used heretofore, must be understood to refer to the father only; for, under the early laws of England, a mother, as such, was entitled to no power over her children—her legal existence, by her marriage, being incorporated into that of her husband, and he might, at his pleasure, exclude her from all access to them. Even the court of chancery, in such cases, “never interfered with the legal right of a father to the absolute dominion over his infant children, being the wards of the court, unless upon direct proof that the father was immoral and irreligious, and the children likely to be corrupted by him.”

The United States generally adopted the laws of Great Britain which had been in force during the colonial period, and these, modified by our constitution and statutes to meet the requirements of justice and the needs of the people, form the basis of our common law.

The State of New York has the honor of being the leader in recognizing and granting to mothers the right to the custody of their children. "As early as 1830, a statute was passed which allowed a wife living apart from her husband, and not divorced, to sue out a *habeas corpus* to have a minor child brought before the supreme court, and the court was empowered in its discretion to award the custody of the child to the mother, under such regulations and for such time as it might prescribe." This statute almost unchanged is the law of the State to-day.

Under the present law "A married woman is the joint guardian of her children with her husband, with equal powers, rights and duties in regard to them."

In the statutes and decisions of the court pertaining to the relation of parent and child, reference is had only to the lawful children of legally married persons, except where the contrary is expressly stated, the rights and disabilities of illegitimate children differing in many respects from the general rule. Under the common law an illegitimate child was *nullius filius*—nobody's son—he had no inheritable blood, he was not the heir of either his mother or his putative father, nor had he any heirs other than his own descendants. The father was under no legal obligation to maintain an illegitimate child, though the mother was liable for its support.

While many of these disabilities still exist, some of the rules operating unjustly against this class are no longer in force. An illegitimate child is made legitimate by the subsequent marriage of the two parents. In the absence of the lawful children of his mother, he inherits from her. The mother is liable for the support of such children and is entitled to their custody and control.

In the absence of statutory enactment the father is under no legal obligation to support an illegitimate offspring. But the statutes provide for a proceeding to establish his liability, and such action taken, he is liable to arrest and imprisonment until

he gives security to indemnify the town chargeable with the maintenance of such child.

From the relation of parent and child arises various rights, duties and liabilities which are recognized by law and which have been at different times modified and defined by statutes.

The *duties* devolving upon parents from this relation are generally understood to be the *protection, education and maintenance* of their children; and as these duties are imposed by law, the law also provides penalties for the failure on the part of the parents to perform such duties.

The duty to *protect* the child does not seem to be especially enjoined by any municipal law; Nature, as Blackstone puts it, "working so strongly as to need a check rather than a spur."

The public school law of the State practically relieves the parent of the education of his children, requiring only that they be sent to school until they attain a certain age. The religious education of the child has not been made a subject of statutory law with us. But the right of the parent to have his children educated in his own religious belief is upheld by our courts; and in the Domestic Relations Law it is provided that "where an orphan asylum or a charitable institution is authorized to place children for adoption, the adoption of every such child shall, when practicable, be given to persons of the same religious belief as the parents of said child."

The obligation of parents to provide for the *maintenance* of their children was recognized among the earliest civilized nations. They not only required the support of the child during his helpless years, but the Athenian and Roman laws were so strict in enforcing this duty that they would not allow a father to disinherit his child, except for substantial reasons to be approved by a court of justice.

The duty of maintenance continues until the child is in a condition to provide for himself, and extends to all necessary support; and the general rule in American cases seems to be that "As the parent is under natural obligation to support his infant children, if he neglects to do so, any person who supplies them with necessaries is deemed to have conferred a favor upon the father, for which the law raises an implied promise on the part

of the parent to pay; but in order to authorize a person to provide for a child so as to charge the parent, there must be a clear omission of such duty on the part of the parent."

The *rights* of parents over their minor children result from these *duties* towards them, and are said to be given them partly as a recompense for such duties, and partly as an aid to their fulfillment.

They are generally defined as the right to the custody and control of the child, and a right to receive his wages.

As the parent is bound to support his children, he has a right to their services and wages, unless that right has been voluntarily relinquished, and may maintain an action for their recovery. A minor child may, however, be emancipated from the control of the parent, but not as a matter of right, which he may enforce, but rather as a privilege allowed by the father. Emancipation may be obtained in various ways, and as an effect, the father's right to the service and wages ceases.

The father has no right to the property of the child, nor to its *management*, without having first been appointed guardian by a court of competent jurisdiction. Nor can he recover in an action brought by him for an injury received by the child, the right to an action for a personal injury being in the child himself. The parent may, however, recover for loss of services of the child.

The right to the *control* of the child implies a right to moderate correction, and the courts are reluctant to interfere in matters of parental discipline; but will do so when the protection and safety of the child require it; and a parent may be indicted and punished for cruelty to a child.

The right of parents to the *custody* of their children is not absolute, and may be forfeited by their misconduct, or voluntarily surrendered, or even lost through some unfortunate combination of circumstances for which they are not morally, at least, responsible.

As we have seen, under the common law, the father possessed the supreme right to the control of his children; but the court of chancery early assumed a jurisdiction over the person and estates of infants, making the claim of justice and the interests of the child paramount to the authority of the parent.

The courts of this country have generally followed the rule laid down by the English equity courts. The rights of the father and mother to the custody of their child is admitted, but not because of any inherent right, but because it is for the best interests of the child to leave it with those who are its natural protectors.

To quote from the American and English Encyclopaedia of Law, "It seems that neither the father nor the mother has any right that can be allowed to militate against the welfare of the child. The right of the father is, however, recognized, subject to the limitations just mentioned, and in some cases with an approach to the strictness of the old common law, but the courts will promptly declare the right forfeited for any misconduct of the father, and the tendency is to give very young children to the mother."

Hocheimer, in his work on the "Custody of Infants," says: "The general result of the American cases may be characterized as an utter repudiation of the notion that there can be such a thing as a proprietary right or interest in or to the custody of an infant, or that a claim to such custody can be asserted merely as a claim; and the general drift of opinion is in the direction of treating the idea of *trust* as the controlling principle in all controversies in relation to such custody."

The real question in deciding the custody of a child seems to be, not what *are* the rights of the parent, but what is the right of the child; and courts, in deciding cases, consider what will promote the welfare of the child, and if the child has reached the age of discretion, his wishes will be consulted.

As the right to the custody of the child is held to be in the nature of a *trust*, in the absence of statutes expressly authorizing them, contracts for the surrender of the parental rights are held to be against public policy, and are no bar to the parent seeking to recover custody. But the courts have refused to restore children, not by force of contract, but on equitable grounds, the permanent welfare of the child being the guiding principle. The Domestic Relations Law, however, expressly provides for the voluntary adoption of a minor child, and the consent of the parents or surviving parent of a legitimate child, and the mother of an illegitimate child, is necessary to such adoption; but the

consent of a parent who has abandoned the child, or is deprived of civil rights, or divorced because of his or her fault, or adjudged to be insane, or to be an habitual drunkard, or judicially deprived of the custody of the child on account of cruelty or neglect, is unnecessary.

Chapter 438 of the Laws of 1884, reads as follows: "The guardianship of the person and custody of any indigent child may be committed to any incorporated orphan asylum or other institution incorporated for the care of orphan, friendless, or destitute children, by an instrument in writing, signed by the parents of such child, if both such parents shall be living, or by the surviving parent, if either parent of such child be dead, or if either one of such parents shall have, for the period of six months then next preceding, abandoned such child, by the other of such parents, or if the father of such child shall have neglected to provide for his family during the six months then next preceding, or if such child be a bastard by the mother of such child; * * * or if the parents of such child shall have abandoned such child for the period of six months then next preceding, by the mayor of the city, or by the county judge of the county in which such asylum or such other institution shall be located, * * * And such written instrument may provide for the absolute surrender of such child to such corporation."

Under the Penal Code, "A parent, or other person having the care or custody, for nurture or education of a child under the age of fourteen years, who deserts the child in any place, with intent wholly to abandon it, is punishable with imprisonment for not more than seven years." And "A person who wilfully omits, without legal excuse, to perform a duty by law imposed upon him to furnish food, clothing, shelter, or medical attendance to a minor or to make such payment towards its maintenance as may have been required by the order of a court or magistrate when such minor has been committed to an institution * * * is guilty of a misdemeanor."

Section 291 of the Penal Code provides that any child actually or apparently under the age of sixteen years, who is found "Not having any home or other place of abode or proper guardianship; or who has been abandoned or improperly exposed or

neglected by its parents or other person or persons having it in charge, or being in a state of want or suffering; or * * * living or having lived with or in the custody of a parent or guardian who has been sentenced to imprisonment for a crime, or who has been convicted of a crime against the person of such child, or who has been adjudged an habitual criminal * * * must be arrested and brought before a proper court or magistrate, who may commit the child to any incorporated reformatory or other institution." * * * "Whenever any child shall be committed to an institution under the code, and the warrant of commitment shall so state, and it shall appear therefrom that either parent, or any guardian or custodian of such child was present at the examination before such Court or magistrate, or *had such notice thereof as was by such Court or magistrate deemed and adjudged sufficient*, no further or other notice required by any local or special statute, in regard to the committal of children to such institution, shall be necessary, and such commitment shall in all respects be sufficient to authorize such institution to receive and retain such child in its custody as therein directed."

The statute and the code, therefore, provide for the disposition of abandoned children and children without proper guardianship. But what constitutes abandonment and improper guardianship under the statute?

The Children's Aid Society of Rochester received a child, on the order of the Commissioner of Charities and Correction of that city, and retained her as a city charge for more than eleven months. The parents, both disreputable, were living apart. During the first two months that the child was in the society the father visited her, and signified his willingness to surrender her if a suitable home for adoption could be found, but left the city without executing such surrender, and was said to have gone to Canada. The mother, with knowledge of the disposition made of her child, and living in the city, never visited her nor inquired after her, nor contributed anything to her support. A proceeding was brought in the county court for the commitment of the child on the ground of abandonment, and the mother appeared and defended. The court denied the motion of the society on

the ground that the mother could not be held to have abandoned the child, inasmuch as the father was living and was liable for its support, and the mother (as she testified on the trial) having no knowledge that he was not in fact so supporting it.

Another point which seems to contain possibilities for trouble, is that of the notice required by the court or magistrate in commitment of children, authorized by the section of the code just cited; and which is illustrated by another case in which the Rochester society was interested and which also resulted disastrously to them.

A proceeding was begun in the police court, by the Society for the Prevention of Cruelty to Children, against the mother of an illegitimate child on the ground of improper guardianship. Oral notice of the proceeding and the date of the trial was given the mother, who was in jail at the time on another charge. The police justice, on that notice, committed the child to the Children's Aid Society. The county court, in a proceeding brought by the mother for the restoration of the child, held that such notice was insufficient, and awarded the custody to her.

In closing, let me add that in depriving parents of the custody of their children, the utmost care and discretion should be used, not only in regard to the legal formalities to be observed, but also to see that the rights of the parents are protected. Such action should be taken only as a last resort, and when the welfare of the child absolutely demands it. Nor should parents be relieved of the necessity of maintaining their children, except for good reason.

There seems to be a growing disposition on the part of physically strong parents to shirk the responsibility of caring for their children, and they ask to have them placed for adoption, giving as an excuse that someone else can give the child a better home and better educational and social advantages. Sometimes the parents are living apart, or the father drinks, or some other fact is pleaded in extenuation of their conduct.

Perhaps stricter legislation against delinquent parents is needed, but a strict enforcement of the present laws would go far towards relieving the public of this class of charges.

The President then called upon Miss E. W. Guy of the State Charities Aid Association, who spoke as follows:

MR. PRESIDENT: I do not know how to make a speech, but I will try to tell you about our work in New York in the State Charities Aid Association.

We began placing children in other homes in June, 1898, and up to June 1st, of this year, we have placed five hundred children. I think, perhaps, you would like to know the sources from which these children are received. Some, we take from public institutions in the city, from orphan asylums, through coöperation with the superintendents of the institutions; about two-thirds of those placed out are foundlings, boys who are abandoned in such a way as to make it impossible to trace them. These are abandoned in hallways, public places, in churches, and even in theatres; they are *just found*. These are generally very young, sometimes only a week or ten days' old. But nearly all are under two years of age.

It is very interesting work finding homes for these little babies. Of the five hundred placed out, two-thirds of the number were foundlings under two years of age, and of this number we have had only eleven deaths. Our homes are nearly all in New York State. We have placed a few in Jersey and Pennsylvania, but the majority are all placed in our own State.

About the investigation of the homes before we place the children in them, we have told you a number of times. We receive applications, and we investigate them as much as possible through correspondence, requiring three good references, and we generally write to the postmaster, if in the country, as he generally knows the family, and all about them. We send an agent, personally to investigate the homes, and also to call upon the references to find out whether they are reliable, or not.

I will go back a little—about the care of the foundlings: the babies, before this work was begun, were sent to Randall's Island, and the Infants' Hospital, where nearly all of them died; only three in one hundred and twenty lived. This was a dreadful state of affairs, and public sentiment was aroused. So a careful study was made for methods of caring for them in other places, and it was found that by placing them in boarding homes, the

lives of the children might be saved. The success of the plan was presented to the commissioner of public charities, and he allowed the committee to take a few from the institutions, who had been really selected, and those marked hopeless. They were placed in boarding homes, one in each family, and in the first year the death rate was reduced from ninety-nine to fifty-five, and during the seven years gradually reduced to eight per cent., and a fraction. We find that those who are placed in boarding homes can be saved, and when possible we place them with wet-nurses. The death rate, as I said, has been reduced from ninety-nine to eight per cent., and is a very great reduction. The plan is such a success, of course, that it is being carried on at the present time, and we have been able to fill all the homes with nearly all the children this year.

Of the 500 children placed out, just 100 have been legally adopted. The society does not approve of the legal adoption of the children until the family has had the child at least a year, as we like to know that the child is in the right home, and also in that family which will give it the proper protection. So that only 100 have been legally adopted up to June 1st, but a great many more are being adopted this month, and we have under supervision 333 children, the remaining number having been legally adopted; eleven deaths have occurred, and some of the children have been returned to their parents or to relatives, they having been found to be able to take care of them.

I do not know that I can think of anything else. I will be very glad to answer any questions if any one wishes to ask them.

A LADY: What is done with the older children?

We place them, but we do not place very many over six or seven years of age. We have had one or two boys who have gone off when they were eighteen.

A LADY: You do not have them come to you when they are 12 or 13?

Not many; we place very few of that age.

MR. LONG: I think it is different in Westchester county; this work has not been going on there but for a few months. Of course, the work there is for temporary homes, and Mr. Pierce places a great many children. We find out the children, find

the reason they are in the homes, and if the people are not able to take their children, we try and make them pay just as much as they are able, to the institution. In that way we have cleared over \$900, in the past few months, just from the parents.

MR. FOLKS: One or two of the matters which were mentioned in the paper, I thought were of very unusual interest and which entered deeply into the subject of "The Care of Children." The paper on "Hindrances in Placing Out" was delivered with an aspect of the question in regard to which I shall have to differ quite decidedly, I think, from the writer of the paper.

At least, I infer that the writer of the paper rather regretted that the "Compulsory Education Law" applied to destitute children, as well as to other children, and that it does, thereby, make our work the more difficult. Now, that does make the work of the placing-out society more difficult, but I should be very sorry, indeed, to see any general law of that kind in any way modified in regard to any particular class of children, and I should also be very sorry to see a failure to enforce the "Compulsory Education Law," or any other law for the good of the children, and in regard to this particular class of children. There has always been a tendency towards utilizing the labor of orphan and destitute and friendless children. There was a time when the orphan child, the homeless child, made up the class of chimney-sweeps in some of the great cities of the world. There are in more recent times some certain factories where a great deal of the work is done by the poor children. Their education and physical conditions suffer greatly. Even in our own time there are certain industries in some of our big cities which feel the restricting hands of the law for the protection of the child, and who rather welcome and try to secure orphan children for their operatives, because there is not the same degree of interest in their protection.

I should be sorry, therefore, to see any modification of the compulsory education law, even though it makes the work of the placing-out society more difficult, and may even, in some instances, keep the child from what would perhaps be a good home. Now there are several things to be done other than the alternative of getting a home which will let the child go to school.

The community is becoming educated on this subject. It takes time for a new law to become generally accepted by the people, and I think the number of families who are unwilling to send the children to school, as is required by the compulsory education law, is getting smaller all the time, and we must give more time to the finding of good families who will be willing to send the child to school. In most cases it means that we, as a community standing as the parents of these children, must do exactly what parents of other children do; that is, meet the expense ourselves a little longer. When a child is obliged to go to school, his father has to earn a little more, or spend a little less in some other way.

In regard to the second paper, which alluded to the laws pertaining to the rights of children, I should like to suggest for consideration whether the law pertaining to the adoption of children ought not to be amended in one particular. The reader of the paper will remember that the formal consent of the parents is required to the legal adoption of the child, unless the parent has been judicially adjudged at some previous time as an incompetent guardian or has abandoned the child. Now, it very often happens that the child is placed in the institution or charitable society because of destitution, the parent at the same time being of bad character. The child is placed out in a family; the family wishes to adopt it; wish to give it their name and make it an heir to their property, but, because the parent has never been legally adjudged an improper guardian in the past, that parent must still be called upon to give his consent, and in order to give his consent he must know where the child is placed, and he is apt to refuse his consent. Now, why would it not be in keeping with the purport of the general laws, that the judge who is granting the adoption, may, for reasons satisfactory to him, waive the requirement of the consent of the parent; that it should not be necessary to get the consent of the parent, making the matter not upon the past record of the parent, but upon the present opinion of the judge as to whether the parent's consent be had. I think that would improve the facilities for securing the adoption of a child who ought to be legally adopted.

Only one other point should be emphasized; and that is the very great importance of extending our placing-out work in connection with the little child. Placing-out work meets the greatest dangers in dealing with the older boys and girls, especially the girls. The home that can be found for the child who is half-grown is distinctly better than that that can be found for the little child; the little children fit into homes more readily; they adjust themselves more readily than do the older ones. Then is when the best homes can be found; then is when the greatest expense is saved to the public; and then is when the child is most apt to realize to the full, the joys of home life. Therefore, in our coöperation with the superintendents of the poor, officers of the poor, commissioners of charities, we desire if possible, to secure for placing-out, children under the age of six or seven years. To my mind, the great problem before the State institutions is the improvement of their educational facilities in the care of their older children.

MRS. HOUSE: I am very much disappointed: I hoped to have help from Mr. Folks. I do not want it to be understood that I undervalue the school. We ought to know what an education of that kind is worth to a child, and to our children. A child, a large child, who is grown, fully grown, and who has had no chance to go to school, and if put into a school would be put in the second or third grade, can be placed in a home, a good home where the people are willing to use her well for what she can do. Now this child—I suppose it would be ridiculous to send her to school, to an ordinary school, but she is not quick, she is not a fool, and it is very hard for her to learn, but she is old and large and the law requires that no child can be employed without showing a certificate of 130 days' attendance in school, and prefers a person who can read and write and do simple problems in arithmetic. Now, it seems unjust to keep them in correctional institutions. And there is nothing for it but the reformatory if they are kept in school. Now people who have children and want them to go out to work, can lie about their ages. We cannot do that, because county agents must be truthful.

MR. FOLKS: I sympathize with the practical difficulties that arise in certain cases, but it seems to me that in that particular

case if there were no family to be found, after searching diligently, who would take the girl and send her to school, that the fault lies with the asylum and that institution ought to be reformed. To send her to a reformatory would be a crime, and any magistrate who would send such a girl to a reformatory ought to be removed from the bench, and it does seem to me that the fault is not with the compulsory education law, but with the present duties of the institutions toward their older children.

MRS. HOUSE: These children are not in an institution for any length of time. These children are in institutions only for a short time.

MR. FOLKS: But they are there until you take them out.

MRS. HOUSE: This girl I speak of came to me for adoption, and remained only for a short time in the orphan asylum.

MR. FOLKS: Why not keep her in the orphan asylum? The law says they are for children up to the age of sixteen years. Any child of the age of sixteen years may be committed to an orphan asylum. I think it is a great deal better that the county should continue to pay for that girl in the asylum if they will give her proper education while she is there. In some of the cities they are now organizing special classes in the public education department for children, so that the larger number of these backward children can be gotten up somewhere near the rest of the procession. In other words, we must adjust our orphan asylums, and our educational departments, and our placing-out machinery, to the needs of exceptional children, rather than admit that we are going to let the children go through life without having an education.

THE PRESIDENT: The convention now stands adjourned until 9:30 to-morrow morning.

THURSDAY MORNING SESSION.

The convention was called to order promptly at 9:30 A. M., by the President, who said at the opening:

I will say, that while our program calls for a session here to-morrow, in justice to a great many who live a distance from Lake Placid, I think we can get through our business today, and

let the banquet that the citizens of Essex county will give us to-night, wind up the convention.

The chairmen of the different committees will now hand in their reports.

MR. WEISZ: I ask the indulgence of the convention in permitting me to offer the following resolution:

Resolved, That the salary of the Secretary and Treasurer shall be seventy-five dollars per annum.

The adoption of the resolution was moved, seconded and carried unanimously.

THE PRESIDENT: My attention has been called to that part of my address in which reference is made to the amount of money paid to some of the commissioners, and which might be misunderstood by some of those not familiar with the board work; I am informed that it is possible and often does occur that a commissioner may spend a whole week inspecting almshouses and charitable institutions without any compensation, while another commissioner, whose duties require him to act on committee, may attend five or six committee meetings, and under the law receive compensation at the rate of five dollars per meeting. This being the case, I have omitted this paragraph from the address in order that there may be no misunderstanding of the matter.

The chairmen of the different committees will now hand their reports to the secretary, who will read them:

ORGANIZATION FOR 1905-1906.

President, JOHN J. KIRKPATRICK, Suffolk.

First Vice-President, R. S. WISNER, Ontario.

Second Vice-President, E. B. NICHOLS, Jefferson.

Secretary and Treasurer, J. W. IVES, Wyoming.

Moved and seconded that the secretary cast one ballot for the above named officers and that their election be unanimous. Carried.

The ballot was cast by the secretary.

THE PRESIDENT:—Ladies and Gentlemen: I don't know how to express my feelings in this matter. I don't know, really, what I have done to receive this high honor. When the subject of accepting a second term was first broached to me, I flatly re-

fused, for the simple reason that I had received all the courtesy and honor I could naturally receive from this convention, and I finally told my coworkers that my heart was in this work just as much if I held no position. I do not know why—whether I was cut out for this work, but it seems to me to be that. I have had chances for receiving honors officially which would pay me a great deal more, but, since I have been at this work it has been so agreeable to me that it seems as if I was cut out for this line of business. I must thank you very highly for this honor, which I consider a very high honor, and I assure you that during this coming year it shall be my earnest endeavor to promote the welfare and success of this convention, so that all our meetings and all our proceedings will be of some benefit to ourselves and those who are placed in our charge. Again I thank you very much for your confidence in me.

We will now have the report of the Committee on Time and Place.

REPORT OF COMMITTEE ON TIME AND PLACE.

Your committee on time and place for the annual meeting of the superintendents of the poor for the State of New York, begs leave to submit the following report: That, from best information which your committee has been able to obtain it seems wise to select Lake Chautauqua; time to be determined later.

Respectfully submitted,

A. D. SMITH,
W. H. TOWNSEND,
JOHN W. BROWN,
C. E. DODGE,
W. J. WALLIS.

MR. WEISZ: The Committee on Resolutions desires to ask further time to report.

A GENTLEMAN: I would move that the recommendations of the committee on time and place be adopted.

DR. PARISH:—Ladies and Gentlemen of the Convention: When we came here it was understood that some people, a few people, at least, were known to desire that the next meeting of this convention be held at Cooperstown. The people of Otsego county, through their representatives, Mr. Brown and myself, desire to

extend to this convention the hospitality of the people of Otsego. The Committee has deemed it right and proper to select Chautauqua. We are, indeed, sincerely sorry that you will miss the beauties and hospitality of Otsego. We are, indeed, sorry that you will not be able to see the beautiful hills and the drives and the woods of central New York State. Regretting all this, we hope that, in the future, your minds may turn towards this old historic county, and that you will give us your presence there some time. The committee made no mistake whatever in selecting Chautauqua, for Chautauqua is a household word; Chautauqua is just as familiar to everyone in New York State, and to New York State people because it has been the Chautauqua School that has enabled many people to get a higher education who would have had no other means whatever to acquire it. I therefore second the motion.

MR. BAKER: I might add a word or two. I would like to second the motion appointing Chautauqua as the next meeting place, and it may be interesting to know that I had the pleasure,—the honor of attending a convention that was held in that county twenty-two years ago. I think, the only two who are present at this convention who were present at that, are Mr. Crosman and myself. You may think we are sort of out of date talking about conventions held twenty-two years ago, but the fact is we started in young; you will find you have made no mistake in choosing Chautauqua, with all respect to Cooperstown, and let us live in hopes that we can visit that place later. We are going to keep right on having these conventions every year.

There is another point which Mr. Crosman will remember well. A great many of the prominent members who took part at that convention are gone; they do not hold office; they may be living, but a good many are not living. Dr. Taylor was for a good many years the superintendent.

I would like to congratulate you upon the success of your conventions. I have not attended all from Chautauqua down, to this, but I have attended a few of them. They are growing in interest. They have the practical carrying on of all this great charitable work. They have to solve their problems themselves. That is my opinion, and I have had quite a term of experience, and I believe

the superintendents are the ones who have to solve it and know all about this question.

There is another point and that is the board of supervisors. I would like to hear from them. I think the convention would. It is quite important that they should be interested and hear the work of this convention; they are "the power behind the throne," and I think it is a great thing that the supervisors are with the conventions as much as they are. I thank you for listening to my remarks.

A SUPERVISOR: Mr. Chairman, just a moment: I thank the gentleman for complimenting the board of supervisors. We are glad to be present and it makes us feel as though we were having the credit due us and getting all the pleasure while we are living, and it reminds me of a story I once heard the great temperance reformer Francis Murphy tell in the city of Albany. Just as he was about to speak, to open his address, a little child, ragged, in a very old dress, came down with a sunflower and reaching up to him, said: "Mr. Murphy will you smell of that?" They all laughed as you have done. That great reformer, who had done a whole world of good, and had actually raised men from the depths of hell, raised his hand and said, "Don't laugh; I tell you my friends I would rather have that little bouquet laid at my feet now, than to have my friends gather around my coffin when I am dead and heap it with flowers and say, 'Murphy, smell of that.'"

THE PRESIDENT: It is moved and seconded that the report of the committee on time and place be received and adopted. The motion was carried.

The following was offered by Mr. Collins:

Resolved, That all superintendents of the poor, overseers of the poor, commissioners of public charities of the counties, towns and cities of the State of New York, who, by virtue of their office, are, or have been members of this association, shall hold such membership permanently. But the absence of any permanent member from three consecutive regular conventions shall be sufficient cause to forfeit such permanent membership, unless he shall render satisfactory reasons why he should not forfeit such permanent membership, which shall be referred to the committee on credentials.

MR. PORTER R. LEE, Assistant Secretary, Charity Organization Society of Buffalo, was then called upon by the president to read his paper, on

CONSTRUCTIVE PHILANTHROPY.

A lessening faith in systems and an increasing faith in men has come to be characteristic of the common attitude toward problems of civic welfare. Without interpreting this feeling as a step toward the abolition of systems, the reasons for its growth are apparent. A system designed for general application represents the thought of many men. If it be based upon vital principles, it must necessarily contain elements of deep convictions, many of which may differ radically, and to this extent it takes the nature of a compromise. A compromise must always have for each party to it, a suggestion of incomplete success. Furthermore, however excellent a system may be devised, if administered by indifferent or evil men, it produces indifferent or evil results. It is also certain that systems, which necessarily require time to mature, are difficult of change. In the administration of any system, this must be a serious barrier against progress. Particularly is this true in a time when improved methods of research, widened opportunities for education, and improved facilities for using the fruits of past and present experience are multiplying as rapidly as today. Perhaps it is well that it should be so, for in the difficulty of changing systems lies the safeguard of society against fanatical radicalism.

Nevertheless for these various reasons, we seem to be transferring our allegiance from systems to men. If an administrator be honest, courageous, and intelligent, and not bereft of common sense, we are prone to feel safe in his hands. A man whose work is unhampered by legislative limitations need yield to no compromise, may be assured that the results of his work will be as good as he chooses to make them, and may profit by whatever lessons that science, culture, and experience are giving to the world.

These observations, if they be sound, have a bearing upon the different atmospheres which surround public and private charity. With the administrator of the poor law must always be the legislator's dictum "Thus far shalt thou go, and no further;"

while the mandate which drives the worker in private charity may be "Whatsoever thy hand findeth to do, do it with thy might." History teaches that however enlightened may be our lawmaking bodies, legislation cannot keep pace with the discoveries of science or the lessons of experience. Whether we attribute this to conservatism, selfishness, or apathy, it is a fact inherent in the system. Hence our poor law rarely presents the most advanced conclusions regarding the care of the poor. Just in so far as an officer of the poor law is limited in his work to certain specified problems, and circumscribed methods of solving them, is his usefulness curtailed.

On the other hand a private charity, representing a group of men, though appealing for indorsement to the entire community, may disregard a forbidding conservatism in its search for truth. Experiment and research, denied to a certain extent to the administrators of the law and what is still more important, classification and analysis of the results of experiment and research, become telling weapons in the hands of private charity for constructive social work. It follows naturally, that adaptability to new truth and to changing conditions, is an important characteristic of private charity.

Before it becomes possible to interpret these observations as an indictment of public charity, and blind praise of private charity, we may look for a moment at their common features. First of all, there is no necessary difference in the men identified with both. In the ranks of both are found the men who have contributed most to the solution of the problems which claim attention. In the calibre of the officials of the poor law may reside all the qualities which in these days make an efficient man a greater power than an excellent system. Furthermore the worker in private charity is, in important crises, no less dependent upon the authority of the law than the public official. Until the richest results of private study and research are incorporated into the law of the State, its advocates are powerless to enforce their recognition. Finally, the *problems* whose solution is sought by both public and private charity, are the same. The extinction of pauperism, the cleansing of unsanitary localities, the checking of disease, the elevation of conditions of living, are alike the aim

of the laws of the States, and the effort of private societies. The difference, if there be any vital difference, lies solely in method and scope.

No reasonable social worker would seek to have newborn discoveries immediately incorporated into the law of the land. A new principle must always assert its worth before it can reasonably claim our indorsement. As we have pointed out before, in the inertia of lawmakers lies the safeguard against radicalism. Until new methods and new principles have secured an endorsement from the intelligence of the community, and are assured of general acceptance, it is unsafe to give them the power of decrees from which there is no appeal. Until the common sense of the community became convinced of the truth of the theory of contagion in disease, our present quarantine laws would have been an infringement of personal liberty, against which public opinion would have risen in revolt. At the present time, there are strong advocates of enforced segregation of the feeble-minded, and detention of vagrants and inebriates. Strong and telling arguments supported by indisputable facts, are put forward to maintain their position; but the time is not yet. The enactment of these theories into laws now would be a positive danger to society. Those who urge this and similar action most strongly, as well as those whose investigations have led to the results which call for it, are for the most part men and women working under private auspices. It is quite true that many public officials have given their unqualified approval to these proposals; but it is equally true that in effecting the working out of them, they can do no more than this, nor can they render further service except as private workers. As officers of the law they are called upon to do no more.

The crux of the discussion then is found in a recent utterance of Mr. Robert Woods of Boston: "Under private auspices is going on the development of experiments towards social betterment which may in due time prove worthy of being made part of the public administration."

The field of constructive social work as modern study has developed it is a broad one, covering almost every phase of human life. For the purposes of our discussion in this convention, however,

we are to limit our subject, somewhat, and touch merely upon the broad principles underlying the care of the poor in their homes. A discussion of constructive work with families, may be made concrete by a glance at the work of the charity organization societies and some phases of the work of social settlements. In a certain sense these two agencies do not lend themselves to discussion upon the same points. The distinctive work of a charity organization society is with families below the line of independence. A settlement does not recognize this line, but works best with families still above it. A charity organization society aims to restore dependent families to self-support by developing latent possibilities, and, when safe, by adding to them. Without making dependence a condition of its connection with a family, the settlement uses precisely the same means of developing latent possibilities, for the larger end of broadening and enriching the family life.

From the activity of both may be deduced certain principles, capable of very broad application. Those which will be discussed here are full knowledge of facts as a prerequisite of any work whatever; a comprehensive workable plan with the means for working it out; and the vital importance of personal work as a factor in constructive social effort.

A full knowledge of facts as a prerequisite for any work is as important when dealing with a dependent family as when the problem is a wider one. For the narrower problem of the dependent family, it presents at least three aspects.

First of all, is the moral duty of the person who aids to give the proper aid. To give a destitute family only continuous material relief in their homes, when the results of a close investigation would demand the transportation of a sick member to another locality where climate and expert care would restore him to health, while relieving a possible wage-earner from the work of nursing at home, is quite as much to be condemned as the transportation to another locality of a family or an individual whom close investigation would point out as proper candidates for penitentiary or almshouse. Until the case is diagnosed and the facts known, the relieving officer cannot be sure that his treatment is either correct or humane.

If it be a moral duty on the part of a person who aids to give the proper aid, it is no less a moral duty to insure that the aid comes from the proper source. Too large a number of families are receiving aid from the public treasuries, and private funds, whose resources in independent relatives or benefactors have been undiscovered, or are openly refusing to carry a natural burden which a law, whose aid is unevoked, has placed upon them. Just how much injustice and evil may be traced to evaded responsibility is perhaps not computable. But at its door may be laid the evils of wife-desertion and nonsupport and the presence of many aged couples in the almshouse. As a deterring influence upon men whose sense of responsibility is dull, the charity officer owes it to those who suffer by their shortcomings to force by legal steps, if necessary, the care of dependents by their own kin. If such a policy were pursued by all relieving agencies, particularly by public officials in large cities, the material relief required would be noticeably lessened. The first duty is to learn the facts. Every relative, every employer, every friend, every organization with which the family is connected, should be consulted and properly exempted before the responsibility for the family's care can be rightly placed elsewhere.

The second aspect of the problem of learning the facts is a financial one. Knowledge of conditions of life among the poor lends an unmistakable realism to the statement that "there is never enough charity to go around." If full investigation will reveal unsuspected natural sources of aid, relief to the family from the public treasury or private funds becomes an unwarranted waste. A case has come to my notice recently in which an aged couple had received for a considerable length of time continuous aid from the city overseer and at least \$150 from a private society. They were wholly dependent; and persons giving the relief last winter had taken literally the words of the record in the case, written sometime before, stating there were no relatives able to assist. When a more complete investigation was inspired, a brother of independent means was found and a son who, when pressure was brought to bear, provided a home for his father and mother. In this instance, relief amounting to some hundreds of dollars had been given from the public funds when

the family's own resources, revealed after careful investigation, were ample for carrying the burden. The amount of money available for the relief of the poor is not so large that any private society or public poormaster can afford to omit a diligent search for natural sources of aid. Nor can any agency afford to foster the evasion of responsibility for care by an employer for his workman or a relative for his kindred.

This principal of learning all the facts possible regarding a given case of distress has still another aspect in the statistical value of the individual case. Every dependent family may well be studied with reference to every other dependent family. In the end classification and analysis of the conditions which have caused and fostered their dependence will throw much needed light upon the general problems of poverty and social disease. New York State has recently enacted a more stringent law for the punishment of wife-desertion. In the passing of this law, the influence of social workers, public and private, all over the State was of paramount importance. Their efforts received telling reënforcement however from the tabulated facts in a large number of individual cases compiled by the New York City Charity Organization Society. We might almost say that in the case of a given family the relief of its suffering is hardly so important as the light which that operation will throw upon effectual methods of preventing other suffering. Statistics are heartless and not always reliable. They form nevertheless the chart which must guide in drawing closer the circle around poverty, sickness and degradation. Granting then their utility, the individual case becomes of prime importance, since upon accurate knowledge of all facts pertaining to it, depends the value of the whole mass of information upon which we base our theories of social betterment.

I quote again from Mr. Robert Woods. "No mistake could be greater than to think that social work has to do merely with sporadic labors of compassion, with the drudgery of endeavoring to uplift a few individuals out of a hopeless social residuum, while the great forces of society continue, all undisturbed, to develop directly, or as by-products, their train of social evils."

The second principle deducible from work with dependent families is that a comprehensive workable plan is indispensable. To condemn the ancient practice of relieving present emergencies only, with no thought of the future, is to speak in worn-out platitudes. The aid which in the long run, after years perhaps, will prove to the best advantage of the dependent family, is the aid which should be given. To give relief or even attention from day to day with no thought beyond the present, is too likely to result in weakening the family. To work out a plan to be faithfully followed may be in the end to recruit substantial citizenship from the ranks of pauperism. A case which illustrates the value of a working plan came recently to my notice. The family consisted of a bedridden man, a woman able-bodied, a son of twenty-three not strong, and an infant child. The son had been a hotel waiter but found the indoor work too exacting, as his lungs were weak. At a time when work was scarce, the woman was the only member of the family able to earn; and the care required by the bedridden man and the child kept her at home. When the son was out of work relief had been given by a private society and from the funds of a local newspaper. Work was secured for the young man, but he did not continue at it. In this way the matter dragged for several weeks. Finally, a plan evolved in the minds of those who had assumed the responsibility. The son was examined for tuberculosis, was found to be infected, and was sent to a sanitarium, requiring an outlay of money incidentally which would have seemed wanton extravagance to those who first took the case. A pension was provided to be given the woman in installments varying according to the amount of work she was able to do. Outdoor work might have been provided for the son which would have kept the family out of need for a time; but in the end the white plague would have conquered. His family would then have had the burden of his sickness and would have been deprived of his later support, when discharged as cured from the hospital.

Besides giving the relieving agency the advantage of working with a purpose, the adoption and execution of a plan of treatment has both a humanitarian and an economic aspect. The care which in the long run will make a family surest in self-support,

with the least possible suffering, is the humane care. Likewise the treatment of dependent families which will ultimately, rather than immediately, result in giving to the State the largest number of substantial citizens to replace weaklings and dependents, is the treatment which has the greatest economic justification. Such care involves careful study of social forces and intelligent planning for their guidance.

There is only one rule that needs be borne in mind by the dispenser of charity who seeks to carry out his carefully prepared plan of treatment: his treatment of whatever kind must be adequate. Whether the prescription call for material relief, for education, for medical or other expert care, or for the devoted interest of a friend, it should be in quantity and quality, sufficient for the need.

There is but little time left to touch upon the force which has come to have the place of paramount importance in constructive social work, consecutive personal service. This is the groundwork of settlement life, and is coming to be the test of an efficient charity organization society. It is a vital feature of the application of the two principles we have discussed. The complete knowledge of facts in cases of distress, necessary alike to their proper relief and a correct understanding of their significance, can be gained only by personal search. The execution of a well-defined plan of treatment hinges inevitably upon the personal oversight of a consecrated visitor. In the work of building character, personal influence has no peer. Our present-day insistence upon individual treatment of public school pupils as well as of dependent families, has another value than the increased opportunity it affords for closer study of the problems of education and relief. The relation formed between pupil and teacher, between family and friend, becomes itself a powerful influence in the development of character.

A consideration of the power of personal service in social work must show how large a proportion of effective personal work is unpaid. We have a small army of volunteer workers enrolled in the boards of managers of hospitals and other institutions, as members of the charities aid associations and as visitors for private societies. Here then we may recall the observation

with which we began this discussion, for we have seen that the various systems we have devised for giving and supervising care to the unfortunate are most effective when they have been galvanized into sympathetic life by the current of personal effort, personal effort for the most part which is unpaid. Since private charity has found the volunteer indispensable, may not the administrator of the poor law do likewise? In Germany the Elberfeld system of compulsory visiting among the poor, places at the service of the authorities a body of unpaid visitors whose personal efforts, even allowing for a proportion of unwilling service, must be a weapon which American official charity lacks in its fight against pauperism. It would seem that the opportunity could hardly be richer. The law of the land has made the State the natural guardian of the poor. A call to service from the State will sometimes be heeded when private initiative can secure no response. The use of volunteers by public poor officials in America is inconsiderable. Doubtless, the absence of any legal provision for their use is responsible for part of the lack, which may be due also to an unwillingness to add to the duties of the position as defined by law the task of regulating volunteers. This is admittedly a considerable task. And yet the education of its citizens is one of the State's cherished functions. Even though the system does not require it, the public officer will be well within the justification of precedent when he adds to the State's resources the services of an efficient corps of volunteer workers, made efficient perhaps by his own efforts. In two distinct directions might such a purpose be realized; in the work of the volunteer visitor to needy families receiving public relief, and in the development in rural communities, especially, of social circles, analogous to the settlements of large cities. The principles which underlie both these forms of constructive work have already been alluded to. In the care of dependent families, so long as we confine our efforts to giving or withholding relief, or even to supplying the expert care required by the sick and defective—however wise and humane our treatment—we are merely drawing a little closer the circle around pauperism and dependence. Constructive philanthropy means something more than that. It is not enough that social disease be checked in its spread, it

must be eradicated. Many of those within the circle, weak for lack of moral nourishment, ignorant for lack of opportunity, erring for lack of guidance, may be lifted out beyond its bounds. The personal service of the volunteer, guided by the professional worker, must be a telling weapon in the work. To keep men from dependence is, to be sure, the greater problem, a problem which the preventive movements for good housing, for playgrounds, for the wider use of public schools, and against the ravages of preventable disease are doing much to solve. But preventive work is still in its infancy; and the time is far distant when there will be no field for constructive work with dependent families. Just how effectual a means for uplifting families to independence is offered by devoted and expert volunteer visitors only those relief officers know who have tried them.

The development of some phases of settlement work in rural communities is perhaps too new to be justified by an appeal to experience. But there can be no question that the same sort of service which is transforming neighborhoods in our large cities could exert its broadening influence in smaller places. A group of intelligent, broad-minded men and women, guided by the experience and training of a county poor officer, might accomplish much in implanting the tastes and ambitions which are essential to assured self-support and its hand maid, self-control. The details of such a plan are a matter for careful development; but the suggestion seems pertinent to the purpose of this paper.

New York State has led the way in many fields of social work. In some, where she holds the place of pioneer, she has been outstripped by her imitators. The system which her citizens have devised for social betterment may not be complete in all its details, but it contains possibilities which have not been wholly developed. They will be when the system itself is lost sight of in the achievements of the men who work under it.

THE PRESIDENT: The discussion on this able paper by Mr. Lee will be taken up by the Hon. Homer Folks, Secretary, State Charities Aid Association, of New York.

MR. FOLKS: Mr. President; I have listened to Mr. Lee's paper with a great deal of interest, and I think it is, in very many ways, very suggestive. One of the main thoughts, however, in the

opening portion of the paper, and one thought that seemed to underlie a good deal of it, is one to which, perhaps, a few years ago I would have given my assent, but to which at present I find myself entirely opposed. It is the assumption expressed or inferred that in some way the administration of public charity must be, more or less, hampered by the statutes and by other regulations so that public charity administration has not the same free hand and the same pride to do constructive work; the same pride to do personal work. In the work there is the same pride to do the very best work for private charities. I think I find myself saying things like that sometimes, and if I have I shall now take them back. I do not believe this is true at all. I think we as a group of private charity workers—and I include myself in the number—are oftentimes misnamed. I am ready to say now that, so far as I am concerned, I do not know of a single purpose or plan that tends to hamper the administration of private charity that I would be willing to excuse public charity from. Our statutes are pretty broadly drawn. The poor law of the State of New York is wisely drawn in very general terms. We have adopted the wrong constitution for the growing needs of this great country, and we have done nothing to legally promote things that we never dreamed of when the Constitution was written. Now, the same is true of every statute on our books to-day. Personally, I do not believe that the law of distinction between private administration and public administration of charity is to be found in any of these laws; that public charity is to be less efficient, or less aggressive, or less enlightened or less human. I think they must be just as good, one as the other, and that they are more friendly than we give them credit for. In other words, all philanthropy should be constructive. Every particle of outdoor relief should be given for the purpose of putting the recipient on the basis of self-support as soon as possible. There is no room for any charity, public or private, that is not constructive, progressive, educational.

Another mistake which we often make, I think, is that of contrasting personal service and official service as though official service were not personal. Now our officials are persons and they do not cease to be persons when they become officials; they do

not lay aside their elements of kindness. Their element of sympathy and desire to help and elevate when they take a public position are the same. Therefore we should expect the same personal service, the same helpfulness of spirit in the administration of a public office, in the work of a salaried force of the public department, and of institutions. I do not think the line of distinction is to be found there. They should expect to receive, and should receive, just as much sympathy and helpfulness in the administration of their duties from every person as should any representative of private charity and any theory of charity administration, any theory of coöperation between the public and private administration of charity.

It seems to me that we already have on our statute books laws in regard to all these classes of people which lend no practical administration to their compulsory duties. We commit the inebriate, not as such, but for public intoxication, to the workhouse or some other corrective institution, and they have to stay there. In dealing with the inebriate, the line of legislative need is not for their detention, but a curative treatment. If we could discover some way of doing something for the inebriate instead of merely detaining him, then we should have accomplished some general result. We should all work together to raise the standard of life. We should hold in check, and tend to eliminate the causes of disease and dependency; and I have come to believe very strongly that we can make very great and substantial progress in that direction. It is not simply for us to take care of the natural results of these causes that are at work in society; it is for us to get hold of them and counteract their work.

Now, the most notable instance of that, is in our treatment of consumption. This has been one of the most prolific causes of detention; the orphan asylums are full of the children of consumptive parents. And yet, in our large cities we have already lopped off about a third of this disease. We have reduced the mortality from tuberculosis in New York City by at least a third, and if we keep on with what we are doing in the treatment of this disease, we shall be able to report greater gains in cures. And so, I think, that, one by one, we should reach out into a community and get hold of a check and restrain these social

and personal conditions, whatever they may be, that year by year are filling our orphan asylums, that year by year are bringing forth this tremendous crop of feeble-minded, epileptics and the insane; and I think it should be a privilege for every representative of public and private charity to work shoulder to shoulder in this great work in which we are engaged, with the same purposes and same ideals.

THE PRESIDENT: The discussion is now open to the general meeting, if any of you wish to make any remarks on the subject.

DR. BENNETT: I have been exceedingly pleased with this paper, and the remarks of the gentleman who spoke before me. It seems to me that the ideas are that we should practice truthfulness in this charitable and personal work; that we should strive to put the person or family in a way to be self-supporting and it seems to me that that is right. In my vocation many times I see a chance to do good in this way. I see opportunities where a little help and a little assistance will do a great deal of good. I live in a seafaring town, and a case comes to my mind like this—of a family that is sort of half-way supported by a man who needs lots of encouragement, and recently all that prevented this man from supporting his family was the need of a pair of rubber boots, and after he had been furnished with a pair of boots he went to work and supported his family.

The question I rose to ask was this: I understood from the gentleman's remarks that one could be sent to an inebriate asylum for inebriety, and I wish to ask if an inebriate can be sent against his will to such an institution: I have understood that he could not.

MR. FOLKS: I am sorry: we commit a case of public intoxication as a convict. We have no inebriate asylum, either as a State or as a city, and I think there would be no trouble in securing a commitment for inebriety to an asylum where we can do them some good. That, however, remains for the future.

MR. LODGE: It was a matter of great congratulation to the committee on topics when Mr. Watchorn consented to prepare a paper on the subject of "Immigration as it Affected Our Public and Private Charities." I regret very much that yesterday afternoon I received this letter from the Commissioner, which, although personal, I will now read:

DEPARTMENT OF COMMERCE AND LABOR.

IMMIGRATION SERVICE.

Office of the Commissioner, New York, N. Y.

Personal.

June 20, 1905.

C. V. LODGE, Esq., *Chairman of Convention Committee, County Superintendents of the Poor, Lake Placid, N. Y.*

DEAR SIR: A continued pressure of official business, in fact an increased pressure of official business, will preclude the possibility of my coming to Lake Placid, as per arrangements already made. I do not know how to adequately express my regret to you that I shall be unable to avail myself of the coveted opportunity you have so generously afforded me of meeting yourself and coworkers in convention.

It would have been a great pleasure indeed to me if I could have met face to face the men who are engaged in the specific work which brings them into close proximity with that element of our immigration which it is our hope, desire and determination to exclude from our shores.

I am quite sure that you and your colaborers are not unmindful of the many difficulties that beset the efforts of the Federal authorities in their attempts to enforce the immigration laws; and, while you are no doubt frequently called upon to minister to foreign-born dependents or destitutes, you will, no doubt, realize that the administrative officers would have to be almost, if not entirely, infallible in their respective and collective judgments, if none of the hundreds of thousands admitted here were to require ministrations of others subsequent to their landing.

Congress must certainly have had this view of it in mind when it incorporated in the law the elasticity which makes possible the deportation of those who thus become dependent within two and three years subsequent to landing. The spirit, as well as the letter of the legislation on this particular point seems to leave no room for doubt that Congress aimed to accomplish two very important things in making these provisions. You will observe that one half of the entire cost of deporting such dependents has

been made a debt against the steamship companies bringing such persons to the United States. This feature of the law was evidently intended to operate as a wholesome restraint on the steamship companies from bringing such persons here. Personally, I do not know of any way better calculated to restrain the transportation to our shores of persons not desired here, than to make it unquestionably unprofitable to bring them.

The other feature of this particular legislation provides for the riddance of these burdens after they have been properly verified. It is surely a very gratifying matter that Congress has made such wise provisions. Were it not for these provisions it is greatly to be doubted whether the work in which you and your associates are engaged would not be increased manifold, and burdens imposed upon our several communities that would be a severe strain upon our capacity to minister to and provide for them.

I am writing you at considerable length on this matter, in addition to expressing my regret at being unable to be with you, in order that you may, if you have the opportunity, convey my sentiments to your coworkers.

It may not be out of place for me at this time to allude to a feature of this particular work which has been more or less the subject of correspondence between this office and several of the charity organizations and county institutions since I have been Commissioner of Immigration. I refer to the method of disposing of dependent aliens by way of deportation. Section 20 and Section 21 of the Act of March 3, 1903, so clearly define the "*modus operandi*" that it has been no small cause for marvel on my part that there should have been any degree of insistence upon disposing of alien paupers in any other manner than that provided by law.

It is not sufficient cause to deport an alien that he should be found begging, or soliciting alms or supplies of any kind. There are, no doubt, a great number of people who are desirous of paying a visit to Europe who would be very glad to avail themselves of a free ride, if by making their solicitations for sustenance in certain quarters they could be insured of deportation. To deport such people on the representation that they have been apply-

ing for help, I am quite sure you agree with me, would open the way for such an abuse of the deporting power of the Government that mature consideration of the subject will preclude the possibility of its being intelligently insisted upon.

I wish you would state to your associates in the strongest possible manner that all deportable cases brought to my official notice in the proper way will receive my prompt and earnest attention, and deportations will unquestionably be effected in the shortest possible time after such representations have been made.

You will not, I am sure, lose sight of the fact that whereas ninety-five per cent. of all aliens admitted to the United States through this station seek and find employment at trades and callings where they are subject to more or less severe tests of physical endurance, that there must necessarily always be a certain percentage of them who will fall by the wayside when subjected to these tests and exposed to the dangers incident to the various occupations which they pursue. So that it does not necessarily follow that because some fall a charge upon the public within two or three years, a want of care is implied on the part of inspectors whose duty it is to see that none but the lawful kind of immigrants are permitted to land. The care exercised here and the power lodged in the government for two or three years subsequent to the landing of aliens, ought, in a very great measure, to keep your various institutions free from the presence of alien dependents.

If the law under which we now operate had been in force during the past twelve years, it is a moral certainty that a very large number, who are now in your charge and the source of care and cost to the State, would have been deported. In the natural course of events the accumulations of past years will diminish, and an intelligent coöperation between your respective officers and the Bureau of Immigration ought to prevent a recurrence of the experiences you have had along these lines.

Wishing you a successful convention, the results of which may be beneficial to your State, and exert a helpful influence throughout the land, I am, sincerely yours,

ROBERT WATCHORN.

THE PRESIDENT: The discussion on this paper is to be opened by Mr. Weisz.

MR. WEISZ: I should like to talk at some length upon this subject, but it is only the lack of time which prevented my proper preparation for discussing the question.

I have felt an interest in the matter; have felt an interest in the subject for many years back, and I feel gratified at this time to be encouraged in my work by the encouragement of the Hon. James H. Tully, and prior to his administration I was encouraged by his predecessor, Mr. Homer Folks.

I can say that the work in the city of New York so far as immigration and its power of exclusion is concerned is carried on with a great degree of energy and that with the able assistance of the Department of Labor and Commerce through Mr. Watchorn. I regret very much his absence, and you, like myself, would have only surprise and regret at his absence. He is a matter-of-fact man; a man who is willing to benefit the poor unfortunate who may land in this country and should have to be excluded. He is, however, in favor of American customs to clear and keep clear the society of every person of this kind. He has proved himself so. His position in the past, I believe, and the administration of the city of New York can vouch for his efforts to clear our shores of that rubbish of foreign lands which they are so anxious to rid themselves of, and burden us with.

As I said in the beginning, I have not prepared any lengthy discussion on the matter. I believe that I may have the time in the future to go into further details and aspect of the matter so far as the city of New York is concerned, a city now numbering close to four millions of inhabitants, and that population has grown generally because of this immigration to our shores. You all know, and I know you have all read that seventy-five per cent. of the incoming immigrants land in our larger cities, especially in New York City, and we are there helping the country do much to clear itself of that which we do not want. I do not want to go further into the matter and trust that the discussion may be carried on by some other gentleman. However, Mr. President, I wish to supplement: that I feel proud of the fact that the present agitation and interest taken by the several charity organizations and State boards has been done by the State of New York.

THE PRESIDENT: As this seems to end the final work as outlined upon our program, which was so ably planned by our co-superintendent of the poor, Mr. Lodge of Rochester, I think that the many papers that have been written and read before us and discussed have been productive of much good.

Before closing I would like to call the attention of the superintendents of the poor to the fact that their attendance at our semi-annual midwinter meeting at Albany is very desirable, as our meetings there begin the inauguration of a series of midwinter meetings when we are more apt to receive benefits from the legislature. Our presence there will be a great help to our committee on legislation.

In closing, I wish to personally thank the delegates and our guests here for their presence, their attention, and for the papers that have been read and discussed; and I think they cannot have failed to be productive of some good and help to us as we start forth in our labors again for the ensuing year. This ends the practical part of the work, but we still have the social part. The Stevens House has provided a steamboat ride, and the citizens of Essex county have tendered us a banquet to take place here this evening. I would like to see a full attendance. I wish you all success.

MR. LODGE: Will it not be necessary later in the afternoon, to have a final meeting to receive the report of the committee on resolutions?

MR. WEISZ: We will try to get the committee together and report at the banquet.

MR. LODGE: That will be very satisfactory. There is one thing more; last year the meeting was put ahead to the last week in June, and this year it was dropped back a week. It was done for the reason that we could not have the hotel next week. If we had had it earlier the hotel would not have been open, and it was necessary to have it this week. Now, a good many persons have spoken to me of the graduation exercises, and would it not be better to settle on our quarters and try and have the meeting the last week in June?

MR. SMITH: We discussed that yesterday, and the superintendent of Chautauqua county says that the hotel there will be open,

MR. LODGE: I understand that: if we could engage the hotel, would it not be better to hold it the last week in June? And if the superintendent commences early enough in the year, we will probably be able to secure quarters for the Convention.

MR. DODGE: I believe that there will be no question about arranging for Chautauqua Lake the last week in June, and I would like to report later on that matter.

THE PRESIDENT: Then we all understand that our next annual meeting will take place the last week in June; that will give those who have children time to attend the graduation exercises.

ADDENDA.

Superintendent C. E. Dodge of Chautauqua county, writes the Secretary, under date of July 28, 1905, that as it was left for him to select the place of holding the next convention, he would designate the Kent House, Lakewood, N. Y., and the time as above, commencing June 28, 1906.

THURSDAY AFTERNOON.

Thursday afternoon was devoted by the superintendents, delegates and their friends, to recreation, and the enjoyment of the boatride on Lake Placid, which was tendered them through the courtesy of the proprietor of the Stevens House.

LIST OF TOASTS.

At Banquet on Thursday Evening.

First. Introductory remarks by the Toast-master.

Second. "Benefits to be derived by these meetings."

J. J. KIRKPATRICK, *President*, Patchogue.

Third. "Welcome to our Visitors."

T. EDWARD KROMHOLZ, Lake Placid.

Fourth. "Why Supervisors Should Attend these Conventions."

JOHN M. FITZGERALD.

Fifth. "Our Supervisors."

SAMUEL HILDRETH, Suffolk Co.

Sixth. "Essex County—The Switzerland of America."

ED. STOKES, Port Henry.

Seventh. "Tribulations of the Chairman of the Program Committee."

C. V. LODGE, *Sup't of Poor*, Monroe Co.

Eighth. Hon. Homer Folks.

The following report of the committee on resolutions was read, received and adopted at the banquet Thursday evening:

REPORT OF COMMITTEE ON RESOLUTIONS.

Your committee congratulates the members of the Thirty-fifth Annual Convention of the Superintendents of the Poor on the large attendance and the unanimity of sentiment governing its proceedings, and they note with pleasure the presence of the commissioners of charities and ex-superintendents of the poor who, together with a large number of supervisors from the various counties, have honored us with their attendance.

Your committee wishes to tender the thanks of the convention to Mr. A. D. Smith, the Superintendent, and to the local committee of Essex County, who have done so much to make this meeting not only a success, but a great pleasure to all concerned.

Resolved, That the thanks of this convention be tendered to Dr. John H. Pryor, Superintendent of the State institution at Raybrook, whose interesting and instructive address to the visiting delegates was highly appreciated. The reception later tendered the delegates and their wives added much to the pleasure of the occasion.

Resolved, That the thanks of the convention be extended to the Hon. Francis A. Smith of Essex county, whose address of welcome was highly appreciated and worthy of special mention.

Resolved, That the thanks of the convention be also extended to the proprietor of the Stevens House for his courtesy and efforts to add to our comfort, special mention being made of the enjoyable trip over the waters of Lake Placid.

Resolved, That our thanks be hereby tendered to the Rev. O. A. Dike, to the citizens of Essex county, to the press, and the D. & H. R. R., whose courtesies are highly appreciated.

Whereas, The members of this convention desire to place on record their appreciation of the character of the late Byron M. Child, Superintendent of State and Alien Poor, who up to his untimely death, was ever the friend of the poor, and the willing and faithful assistant of the superintendents in every county in their efforts to relieve distress:

Resolved, That in his death the State has lost a faithful servant, and the poor, a sympathizing friend.

Attention is called to the resolutions already adopted commending the action of the Hon. Frank W. Higgins, Governor of this State, for his action in favoring liberal appropriations for the several State institutions, which care for the defective classes.

Attention is also called to the resolution adopted by the convention promoting the security and permanency of this association, through the regulation of its membership.

Respectfully submitted,

C. E. WEISZ,

D. C. SMITH,

P. REDMOND,

Committee.

LETTERS OF REGRET.

[Copy.]

STATE OF NEW YORK

OFFICE OF THE COMMISSIONER OF THE STATE BOARD OF CHARITIES,
FIRST JUDICIAL DISTRICT.

31 NASSAU ST., NEW YORK, *June 14, 1905.*

Hon. C. V. LODGE,

Chairman Committee, County Superintendents of the Poor, Lake Placid, N. Y.:

Dear Mr. Lodge.—I lately received your invitation to attend the Thirty-fifth Annual Convention of County Superintendents of the Poor on the 20th instant at Lake Placid. It has long been my intention to be present at one of these annual meetings, the value of which I have long recognized. But for one reason or another up to this time it has not been possible. I am prevented from being with you again this year for the reason that my brother Lispenard will attain his fiftieth birthday on the 19th and I have promised to be with him at Newport, R. I.

The State Board of Charities will, however, be well represented and you do not need to be persuaded of the continued interest which every member of the board feels in the success of your convention.

Very sincerely yours.

WM. R. STEWART.

[Copy.]

STATE OF NEW YORK
STATE BOARD OF CHARITIES.

OFFICE OF THE PRESIDENT,

62 STATE ST., ROCHESTER, N. Y., June 17, 1905.

Mr. CLARENCE V. LODGE,

Superintendent of the Poor, Rochester, N. Y.:

My Dear Mr. Lodge.—I am in receipt of an invitation to be present at the Thirty-fifth Annual Convention of the County Superintendents of Poor, to be held at Lake Placid during the week commencing June 20. It would give me much pleasure to be present, could I arrange to do so, but it will be impossible for me to attend the convention this year, as the demands upon my time and absence from home, during the coming two or three weeks, are in other directions and will make it impossible for me to visit Lake Placid.

Dr. Robert W. Hill, Superintendent of State and Alien Poor, and other officers of the board have been designated to represent the board at this convention, and will be present.

May I, through you, tender my thanks to the convention for their courteous invitation and express my regret in my inability to accept the same?

I feel that these gatherings are of much use and importance in bringing together those who are so directly connected with the charitable administration of the several counties of this State, and prove a very important source of educational diffusion.

Thanking you for the courtesy of the invitation, I remain

Very sincerely yours,

E. V. STODDARD,

President.

LIST OF DELEGATES.

Acker, Wm. C. (and wife), Supt. Steuben County, Bath.

Baker, Jonathan (and wife), Keeper and Matron, Yaphank.

Bashford, Lester J., Columbia County.

Bennett, Dr. W. S. (and wife), Supervisor, Suffolk County.

Bond, Wm. H., Mt. Vernon.

Bradley, J. J., Middletown.

- Brooks, D. C. (and wife), Supt. Tioga County, Spencer.
Brooks, Mrs. B. E., East Orange, N. J.
Brown, John W. (and wife), Supt. Otsego County, Cooperstown.
Burgess, Abram, Overseer of the Poor, Pembroke.
Clark, Lorin, Mt. Vernon.
Clark, Mary Vida, Ass't Sec., S. C. A. A., New York City.
Collins, W. W. (and wife), Supt. City Poor, Newburgh.
Craft, G. H. (and wife), Supt. Genesee County, Oakfield.
Crosman, C. (and wife), Supt. Genesee County, Alexander.
Daily, Edward (and wife), Supervisor, Suffolk County.
Decker, A. V. (and wife), Keeper and Matron, Greene County,
Cairo.
Dike, Rev. Otis A., Chaplain, Lake Placid.
Dimock, D. (wife and daughter, Ruth), Corfu.
Dodge, C. E., Supt. Chautauqua County, Frewsburg.
Doty, J. F., Supt., Wayne County, Wolcott.
Doty, Frank W. (and wife), Newburgh.
Eastman, F. C., Stenographer, Warsaw, N. Y.
Early, C. D., Columbia County.
Eggleston, L. J. (and wife), Millerton.
Ewell, Wm. H., Supt. Wyoming County, Wyoming.
Fitzgerald, John M. (and wife), Sacketts Harbor.
Folks, Homer, Sec. S. C. A. Asso., Ex-Commissioner Public
Charities, New York.
Ford, Chester (and wife), Overseer of Poor, Batavia.
Gates, A. C., Supt. of St. Lawrence County, Canton.
Gill, Charles T., Supt. Nassau County, Sea Cliff.
Gillette, Willis R., Clerk Board of Supervisors, Rochester.
Goler, Amelia M., Agent C. A. Association, Rochester.
Graham, H. P., Cohoes.
Guding, Geo. G., Supervisor, Westchester County.
Guy, Elizabeth W., Child's Ag't S. C. A. A., New York.
Green, H. B., Clerk Board of Supervisors, Westchester County,
White Plains.
Green, Mrs. Harry B., Chappaqua.
Hart, T. A. (and wife), Keeper and Matron, Genesee County,
Linden.
Herman, Fred (and wife), Almshouse Commissioner, Newburgh.

Hildreth, S. P., Amityville.

Hill, Dr. Robert W., Supt. State and Alien Poor, Albany.

Hitchcock, D. W. (and wife), Supt. City Poor, Poughkeepsie.

Howard, Fred., Supervisor 24th Ward, Buffalo.

Ireland, John E., Brunswick Home, Amityville.

Iseman, J. E., Middletown.

Ives, J. W., Supt. Wyoming Co., Java Village.

Ingalsbe, S. A. (and wife), Overseer of the Poor, Oakfield.

Jackson, Wm. B., Supervisor, Erie County, Holland.

Kirkpatrick, J. J., Supt. Suffolk County, Patchogue.

Kerr, Henry D., State Board of Charities, Huntington.

Lainhart, Addison (and wife), Supt. Tioga County, Owego.

Lattimore, F. J., Supt. Charities, Auburn.

Lemedy, Agnes, White Plains.

Long, E. B., Supt. Westchester County, White Plains.

Long, Jesse E., White Plains.

Lodge, C. V. (and wife), Supt. Monroe County, Rochester.

Louden, Wm. F., Dept. Supt. Loudon Hall, Amityville.

Lyon, J. E., Ontario County, Naples.

Mallory, J. H. (and wife), Supt. Chemung County, Breesport.

Manley, J. W., Clerk Board of Charities, Utica.

Mason, E. H. (and wife), Steuben County, Woodhull.

Mabie, Henry, Putnam County, Patterson.

Marvin, H. D., Supt. Poor, Livingston County, Geneseo.

McDonald, Chas. P. (and wife), Westchester County, Armonk.

McDonald, Miss Julia, Newark, N. J.

Miller, Geo. D. (and wife), Waverly.

Miller Calvin (and wife), Supt. Sullivan County, Bethel.

Moore, Fred, Columbia County.

Nichols, E. B. (and wife), Supt. Jefferson County, Watertown.

Norton, C. C., Ontario, Wayne County.

Orwen, Mary R., Sec. C. A. S., Rochester.

Palmer, Griff D., Ch. Board of Supervisors, Rochester.

Palmer, Wm. H., Columbia County.

Parish, Dr. Chas. E. (and wife), Chairman Board of Supervisors Otsego County, Maryland.

Pearse, S. W. (and wife), Supt. and Matron, Saratoga County, Ballston Spa.

Peckham, J. E., Attorney, Jamestown.

Pierce, James W., Supt. Westchester T. Home, White Plains.

Pollard, W. A. (and wife), Keeper and Matron, Broome County.
Binghamton.

Pool, W. F. (and wife), Supt. Niagara County, Lockport.

Quinn, R. C. (wife and son), Supt. Chenango County, Norwich.

Redmond, P. (and wife), Supt. Charities, Watertown.

Rice, Smith (and wife), Supt. Onondaga County, Syracuse.

Roe, John (and wife), Supt. Greene County, Greeneville.

Rogers, Wm. C., Inspector State Board of Charities, Albany.

Rogers, Mrs. Wm. C., 112 Avenue B, Rochester.

Samon, H. T., Wayne County, Alton.

Sangster, Geo. J., Wayne County, Clyde.

Schoop, Henry, Commissioner Charities, New Rochelle.

Scott, A. E. (and wife), Watertown.

Smith, N. B. (and wife), Putnam.

Smith, D. C. (and wife), Supt. and Matron, Oneida County,
Rome.

Smith, Bertha M., Rome.

Smith, G. B. (and wife), Delaware County, Delhi.

Smith, Jasper (and wife), Supt. Broome County, Binghamton.

Smith, Harry C. (and wife), Kingston.

Smith, H. M. (and wife), Supervisor Genesee County, Linden.

Stanley, E. C. (and wife), Keeper and Matron, Wyoming County,
Varysburg.

Starkweather, G. G., Supervisor, Monroe County.

Sutherland, A. C., Supt. Orange County, Goshen.

Tompkins, Alden C., Commissioner Charities, Yonkers.

Townsend, W. H. (and wife), Supt. Yates County, Penn Yan.

Trimble, A. J. (and wife), Keeper, Auburn.

Vanderverge, C. N., Schenectady.

Van Voorhis, Geo. H., Ontario County, Victor.

Wade, Miss Minnie B., 287 Fourth Avenue, New York City.

Wallis, W. J., Supt. Orphan Asylum, Albany.

Wellman, A. E. (and wife), Supervisor Wyoming County, Cov-
ington.

Wells, C. H. (and wife), Supervisor Genesee County, Pavilion.

Westover, O. A., Supt. Schenectady County, Schenectady.

Wilkins, Geo. W., Columbia County.

Wisner, R. S. (and wife), Supt. Ontario County, Canandaigua.

Weisz, C. E., Public Charities, New York.

Wells, Louis H. (and wife), Supervisor Genesee County, Pavilion.

Wemple, N. J. (wife and son), Sprakers.

Whelan, P., Yonkers.

Wheaton, G. F., Ontario County, Bristol Center.

Wilson, V. J., Wayne County, South Butler.

Winsor, G. Joseph, Overseer of Poor, Norwich.

Zeeches, L. J. (and wife), Supervisor Wyoming County, Hermitage.

Zoller, Frank R., Supt. Herkimer County, Middleville.

TABLE OF CONTENTS.

	PAGE.
List of Officers and Committees.....	923
TUESDAY MORNING SESSION.	
Address of Welcome, Judge Francis A. Smith, of Essex County.....	925
Response by President John J. Kirkpatrick.....	929
Annual Address of President.....	930
TUESDAY AFTERNOON SESSION.	
Paper—The Training of Wayward Girls, by Miss Minnie B. Wade.....	934
Opening of Discussion by Patrick Redmond, followed by Mr. Folks, Mr. Lodge, Miss Wade, Mr. Brown, Mr. Crosman, Dr. Hill, E. B. Long, and others.....	937
Telegram of Sympathy voted to be sent to Father Kinhead	945
Paper—Practical Aid to Deserted Families, by Mr. D. C. Smith.....	946
Resolutions offered by Mr. Lodge, upon death of Mr. Byron M. Child...	952
Resolution commending Governor Higgins, offered by Mr. Townsend...	953
Resolution requesting notice of transfer, offered by Mr. Lodge.....	953
Report of Treasurer.....	953
Report of Committee on Legislation.....	954
Report by Mr. Weisz of Committee on the National Convention of County and Municipal Poor Officials.....	955
WEDNESDAY MORNING SESSION.	
Letter of Invitation from Cooperstown Board of Trade.....	957
Appointment of Committees:	
On Organization.....	957
On Legislation.....	957
On Resolutions.....	958
On Time and Place.....	958
On Topics.....	958
Paper—State, Alien and Nonresident Poor, by Dr. Robert W. Hill.....	958
Remarks by Mr. Lodge and the President.....	967
Reply by Father Kinhead to telegram of sympathy.....	967
Resolution offered by Mr. Lodge on Permanent Membership.....	968
Discussion upon Dr. Hill's paper, by Mr. Crosman, Mr. Folks, Mr. Sutherland, Dr. Hill and others.....	968
WEDNESDAY AFTERNOON SESSION.	
(At Ray Brook Hospital.)	
Paper—The Proper Care of Consumptive Poor, by Dr. John H. Pryor, Superintendent.....	971
Discussion by Dr. Seaman and others.....	980
WEDNESDAY EVENING SESSION.	
Paper—Some Hindrances, by Mrs. Jennie R. House.....	981
Paper—The Rights of Parents, by Miss Mary R. Orwen.....	984

	PAGE.
Account of the work done by the State Charities Aid Association, by Miss E. W. Guy.....	993
Remarks by Mr. Long, and others.....	994
Remarks by Mr. Folks on preceding papers.....	995
THURSDAY MORNING SESSION.	
Resolution fixing salary of Secretary and Treasurer.....	999
Report of Committee on Organization.....	999
Report of Committee on Time and Place.....	1000
Remarks by Dr. Parish of Otsego County.....	1000
Remarks by Mr. Baker.....	1001
Resolution offered by Mr. Collins, on permanent membership, forfeiture, etc.....	1002
Paper—Constructive Philanthropy, by Mr. Porter R. Lee.....	1003
Opening of discussion by Hon. Homer Folks, followed by Dr. Bennett....	1012
Letter of Regret from Commissioner Robert Watchorn of New York....	1016
Discussion led by Mr. Weisz.....	1019
Closing remarks of President.....	1020
Adjournment of Convention.....	1020
Addenda.....	1021
List of Toasts at Thursday evening banquet.....	1021
Report of Committee on Resolutions offered at banquet.....	1022
Letters of Regret, from Wm. R. Stewart, Commissioner of the State Board of Charities, New York City.....	1023
From E. V. Stoddard, President of the State Board of Charities, Rochester.....	1024
List of Delegates.....	1024

INDEX

	PAGE.
AGRICULTURAL COLONIES AS A REMEDY FOR DEPENDENCY.....	663
ALBANY CITY AND COUNTY ALMSHOUSE.	
Census	459
Improvements	458
Location	459
Needs	460
Report of visitation.....	459-460
ALBANY HOME SCHOOL FOR THE ORAL INSTRUCTION OF THE DEAF, ALBANY.	
Location	112
Pupils:	
number	112
sex	112
Report of committee on.....	315-317
ALDRICH, COMMISSIONER NEWTON.	
Record of attendance at meetings.....	8
Report on almshouses in Fourth Judicial District.....	467-478
Resignation of	5
ALIEN POOR. (See Poor, Alien.)	
ALLEGANY COUNTY ALMSHOUSE.	
Census	520
Location	523
Needs	528
Report of visitation.....	528
ALMSHOUSES.	
Civil service rules.....	21
Fire protection in.....	397-398
Improvements in	119-120, 395
Inspection of	123
Needs	125
Report of committee on.....	395-398
ALMSHOUSES AND PUBLIC HOSPITALS.	
In the First Judicial District, report of visitation of.....	401-432
APPROPRIATIONS.	
For Board	12-13
Desired for coming year.....	14-15
Inspection of educational work.....	16
Visitation of placed-out children.....	15
Craig Colony for Epileptics, Sonyea.....	37, 83
New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw	37, 106
New York State Hospital for the Treatment of Incipient Pulmonary Tuber- culosis, Raybrook	37, 109
New York State Reformatory for Women, Bedford.....	37, 58
New York State School for the Blind, Batavia.....	37, 102
New York State Soldiers and Sailors' Home, Bath.....	37, 89
New York State Training School for Girls, Hudson.....	37, 48
New York State Woman's Relief Corps Home, Oxford.....	37, 94
Rome State Custodial Asylum.....	37, 77
Society for the Reformation of Juvenile Delinquents in City of New York..	37, 63

APPROPRIATIONS—Continued.	PAGE.
State Custodial Asylum for Feeble-Minded Women, Newark.....	37, 71
State Industrial School, Rochester.....	37, 45
Syracuse State Institution for Feeble-Minded Children.....	37, 68
The Thomas Indian School, Iroquois.....	37, 98
Western House of Refuge for Women, Albion.....	37, 54
ATTORNEY-GENERAL.	
Opinion of, in regard to dispensaries.....	132
ATYPICAL CHILDREN IN THE PUBLIC SCHOOLS.....	763
BELLEVUE AND ALLIED HOSPITALS.....	423
BELLEVUE HOSPITAL, NEW YORK City.	
General Medical Superintendent, appointment of.....	424
Improvements	425-426
Needs	426
Pathologist, appointment of.....	426
Report of visitation.....	424-427
BENEFICIARIES.	
Number and expense of.....	659
BINGHAMTON CITY HOSPITAL.	
Census	505
Improvements	497
Location	504
Needs	505-506
Report of visitation.....	504-506
BINGHAMTON STATE HOSPITAL.....	704
BLIND.	
Education of	310-311
Manual training for.....	310
Report of committee on.....	309-311
BOARD OF ESTIMATE AND APPORTIONMENT.....	711
BRADFORD STREET HOSPITAL.	
Bed capacity	441
Location	441
Officers and employees.....	441
Patients, statistics.....	441
Report of visitation.....	441-442
Supervising nurse	441
BROOME COUNTY ALMSHOUSE.	
Census	499
Improvements	496
Location	499
Needs	499
Report of visitation.....	499
BURNHAM, DR. MELVIN P.	
Appointment of as Superintendent at Raybrook.....	333
CAPITAL PUNISHMENT	860
CARE OF THE SICK OUTSIDE OF INSTITUTIONS.....	713
CARE OF THE SICK IN THEIR HOMES.....	718

CATTARAUGUS COUNTY ALMSHOUSE.

PAGE.

Census	530
Improvements	529
Location	528
Needs	530
Report of visitation.....	528-530

CAYUGA COUNTY ALMSHOUSE.

Census	515
Improvements	510
Location	515
Needs	515
Report of visitation.....	515

CENTRAL NEW YORK INSTITUTION FOR DEAF-MUTES.

Location	112
Pupils:	
number	112
sex	112
Report of committee on.....	315-317

CHARITABLE AND REFORMATORY INSTITUTIONS.

Dependent aliens in.....	26
--------------------------	----

CHARITABLE LEGISLATION FOR 1905.....17-22

CHAUTAUQUA COUNTY ALMSHOUSE.

Census	531
Improvements	530
Location	530
Needs	531
Report of visitation.....	530-531

CHEMUNG COUNTY ALMSHOUSE.

Census	500
Location	499
Needs	500
Report of visitation.....	499-500

CHENANGO COUNTY ALMSHOUSE.

Census	500
Improvements	497
Location	500
Needs	500
Report of visitation.....	500

CHILDREN.

Atypical	763
Criminality in; some preventive measures.....	813
Dependent, neglected and delinquent.....	749
Education in institutions.....	778
In institutions:	
number discharged	128
number received	128
population	140
Placed in homes:	
number	127, 141
inspector to visit.....	126
supervision of	125
visitation of	126

CHILDREN'S HOME OF THE CITY AND TOWN OF NEWBURGH.	PAGE.
Location	453
Needs	453
Report of visitation.....	453
CHILDREN'S HOME OF ORANGE COUNTY, MIDDLETOWN.	
Location	452
Needs	453
Report of visitation.....	452-453
CITY HOSPITAL, NEW YORK CITY.	
Bed capacity	409
Buildings, plans approved.....	120
Improvements	409
Needs	410-411
Officers and employees, number.....	409
Patients, statistics.....	409
Report of visitation.....	409-411
Superintendent	409
CIVIL SERVICE.	
Application of rules, in almshouses.....	21
CLINTON COUNTY ALMSHOUSE.	
Buildings, plans approved.....	120
Census	473
Destroyed by fire.....	467
Location	472
Report of visitation.....	472-473
COLUMBIA COUNTY ALMSHOUSE.	
Census	460
Improvements	458
Location	460
Needs	460
Report of visitation.....	460
COMMISSIONERS OF BOARD. (See State Board of Charities.)	
COMMITTEES OF THE BOARD.....	11-12
COMMITTEES.	
New York State Conference of Charities and Correction.....	699
CONEY ISLAND RECEPTION HOSPITAL.	
Bed capacity	442
Location	442
Needs	442-443
Officers and employees.....	442
Patients	442
Report of visitation.....	442-443
CONFERENCE OF CHARITIES AND CORRECTION.	
Sixth New York State. (See New York State Conference, etc.)	
CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR, THIRTY-FIFTH.	
Committees	158
Officers elected for 1905-1906.....	158
Papers read at.....	157
Proceedings of (see Appended Papers).....	921
Report on	157-158
CORBETT, FLORENCE R.	
Handbook on Dietaries, by.....	569-616

CORTLAND COUNTY ALMSHOUSE.

	PAGE.
Census	501
Location	500
Needs	501
Report of visitation.....	500-501

COUNTY ALMSHOUSES.

Report on, in First Judicial District.....	401-432
in Second Judicial District.....	447-453
in Third Judicial District.....	457-463
in Fourth Judicial District.....	467-478
in Fifth Judicial District.....	481-492
in Sixth Judicial District.....	495-506
in Seventh Judicial District.....	509-520
in Eighth Judicial District.....	523-538

COUNTY SUPERINTENDENTS OF THE POOR.

Thirty-fifth Annual Convention.....	158
-------------------------------------	-----

CRAIG COLONY FOR EPILEPTICS, SONYEA.

Agent on maintenance of patients, report of.....	297
Applications for admission, number.....	217, 228, 253
Appointment of officers.....	305
Appropriations	37, 83
reasons therefor	260-265
recommended by Board.....	37, 88
special, summary of.....	230-231
Biographs of epileptic seizures.....	253
Capacity	82
Chaplain:	
catholic, report of.....	295-297
protestant, report of.....	298
Classification needed	84-85, 218, 229
Committees	223
Construction of new buildings, delay in.....	228
Donations	301-305
Enlargement necessary	35
Established	82
Expenditures	82-83, 268
classified	41
Improvements	85, 219, 230, 265
Managers	223
Matron, report of.....	289-295
Medical superintendent, report of.....	241-306
Needs	86-87, 217, 219
Officers	223-225
Pathologists, report of.....	270-278
Patients:	
cost of maintenance.....	82, 229, 268
employment	86, 246
epileptic seizures, table showing.....	252
number	82, 228, 247
admitted during the year.....	228, 269
arranged by counties.....	42, 247, 248, 269
discharged or died.....	228, 269
Population	242
change in	242
Purpose of institution.....	221
Receipts	82
Report of	221-232
Report of committee on.....	217-220
Report on	82-88
Resignations of officers.....	227, 305
Steward, report of.....	278-288

CRAIG COLONY FOR EPILEPTICS, SONYEA.—Continued.	PAGE.
Teachers, report of.....	299-300
Training school for nurses.....	254-259
Treasurer, report of.....	233-240
Visitors to	231, 306
CRIMINAL, TREATMENT OF THE, REPORT OF COMMITTEE ON.....	792
CRIMINALITY IN CHILDREN; SOME PREVENTIVE MEASURES.....	813
CUMBERLAND STREET HOSPITAL.	
Bed capacity	439
Improvements	440
Location	439
Needs	439-440
Officers and employees.....	439
Patients, statistics	439
Report of visitation.....	439-441
Superintendent	439
DEAF.	
Backward type	316
Education of, compulsory.....	316
Names and locations of institutions for.....	112
Number in institutions.....	112, 315
Report of committee on.....	315-317
Statistics concerning	315
Schools for. (See Schools for the Deaf.)	
DELAWARE COUNTY ALMSHOUSE. .	
Census	501
Improvements	497
Location	501
Needs	501
Report of visitation.....	501
DELEGATES, LIST OF, TO N. Y. STATE CONFERENCE OF CHARITIES AND CORRECTION	895
DEPARTMENT OF PUBLIC CHARITIES, NEW YORK CITY.....	711
Bureau of Dependent Adults, report of.....	407-408
Bureau of Dependent Children, report of.....	408-409
DEPENDENCY, AGRICULTURAL COLONIES AS A REMEDY FOR.....	663
DEPENDENT, NEGLECTED AND DELINQUENT CHILDREN.	
Report of committee on.....	749
DEPENDENCY, GROWTH	659
De PEYSTER, MRS. ANNIE G.	
Record of attendance at meetings.....	8
DIETARIES.	
Standards for, in Charitable Institutions.....	569-616
DISPENSARIES.	
Improvements	131, 139
In New York City.....	133
Inspectors to visit.....	131
Law in relation to.....	132, 135-138
conditions before enactment.....	136-137
summary of results.....	138-139
Licensed:	
during the year.....	119
location	119
number	119

DISPENSARIES.—Continued.	PAGE.
Prescriptions, number	133
Rules, compliance with	130
Statistics concerning	133
Treatments, number	133
DISPENSARY OF BAY RIDGE HOSPITAL.	
Licensed	119
Office	119
DISPENSARY OF THE PHILANTHROPIN HOSPITAL.	
Licensed	119
Office	119
DUTCHESS COUNTY ALMSHOUSE.	
Location	448
Needs	448
Report of visitation.....	447-448
EASTERN LONG ISLAND HOSPITAL ASSOCIATION, THE.	
Incorporated	116
Object	116
Office	116
EDUCATION.	
Defect in system of.....	145
In homes for children.....	144
In institutions	16
Inspectors of, necessary.....	17
Results of inquiry on.....	145
EDUCATION OF DEPENDENT CHILDREN IN INSTITUTIONS.....	778
ELECTION OF OFFICERS.	
State Board of Charities.....	9
ENFORCEMENT OF FACTORY LAWS WITH SPECIAL REFERENCE TO CHILD LABOR.....	863
ENFORCEMENT OF LAW AND ELIMINATION OF POLITICS IN CHARITABLE AND CORRECTIONAL WORK.....	853
EPILEPSY.	
Causes of, study of.....	249
National association for study of.....	306
ERIE COUNTY ALMSHOUSE AND HOSPITAL.	
Census	532
Changes	396
Improvements	532
Location	531
Needs	532-533
Overcrowded condition	396
Report of visitation.....	531-533
by State Charities Aid Association.....	162
ERIE COUNTY HOSPITAL.....	707
ESSEX COUNTY ALMSHOUSE.	
Census	473
Improvements	468
Location	473
Needs	473
Report of visitation.....	473

EVANGELICAL LUTHERAN CHILDREN'S FRIEND SOCIETY OF NEW YORK. PAGE.	
Incorporated	116
Object	116
Office	116
FIRE PROTECTION.	
Observance of rules relating to.....	154
FLOYD, COMMISSIONER AUGUSTUS.	
Record of attendance at meetings.....	8
Report on almshouses in Second Judicial District	447-453
FORDHAM HOSPITAL.	
Number treated	428
Improvements	429
Report of visitation.....	428-429
FRANKLIN COUNTY ALMSHOUSE.	
Census	474
Location	473
Needs	474
Report of visitation.....	473-474
FREE EMPLOYMENT BUREAU, DEPARTMENT OF LABOR.....	
	683
FRESH AIR ASSOCIATION OF THE CATHEDRAL OF ST. JOHN THE DIVINE, THE.	
Incorporated	117
Object	117
Office	117
FULTON COUNTY ALMSHOUSE.	
Census	474
Location	474
Needs	474
Report of visitation.....	474
GENESEE COUNTY ALMSHOUSE.	
Census	534
Location	533
Needs	534
Report of visitation.....	533-534
GEORGE JUNIOR REPUBLIC.....	
	693
GERMANY, EMPLOYMENT OFFICES IN.....	
	684, 687
GRATWICK, COMMISSIONER WILLIAM H.	
Record of attendance at meetings.....	8
Report of almshouses in Eighth Judicial District.....	523-538
GOUVERNEUR HOSPITAL, NEW YORK CITY.	
Improvements	427
Location	427
Report of visitation.....	427
GREENE COUNTY ALMSHOUSE.	
Census	460
Improvements	458
Location	460
Needs	461
Report of visitation.....	460-461

HARLEM HOSPITAL, NEW YORK CITY.

PAGE.

Census (decrease).....	428
Improvements	428
Medical records, classified.....	428
Report of visitation.....	428

HEBERD, ROBERT W.

Retirement of as Secretary, minute relative to.....	10
---	----

HEBREW INFANT ASYLUM.

Capacity	559
Inmates:	
cost of maintenance.....	556
number	559
Location	559
Statistics	556

HEMPSTEAD TOWN ALMSHOUSE.

Location	451
Needs	451
Report of visitation.....	451

HERKIMER COUNTY ALMSHOUSE.

Census	485
Improvements	482
Location	485
Needs	485
Report of visitation.....	485

HILL, ROBERT W.

Appointed Superintendent of State and Alien Poor.....	9, 120
---	--------

HOAG, MISS JULIA S.

Minute relative to.....	9
-------------------------	---

HOMES FOR THE AGED.

Capacity	140
Number	140
Provision for, insufficient.....	140

HOMES FOR CHILDREN.

Educational work in.....	144
Fire protection	154
Inmates:	
number	141
statistics concerning	141

HOSPITALS.

Appropriations to	154
Subject to inspection of department:	
number	151
improvements in	152
increase in cost of maintenance.....	152

HOSPITAL ASSOCIATION OF THE CITY OF SCHENECTADY..... 709

HOSPITALS FOR CONSUMPTIVES.

Report on by State Charities Aid Association.....	168-170
---	---------

HOSPITAL WORK.

Advantages of accurate and coordinated statistics in.....	733
---	-----

HOUSE OF REFUGE, RANDALL'S ISLAND.	PAGE.
Girls' department discontinued.....	181
Removal of	180
Report of committee on.....	180-182
(See Society for the Reformation of Juvenile Delinquents.)	
HOUSE OF ST. GILES THE CRIPPPLE.	
Certificate of incorporation amended.....	118
Office	118
HUDSON RIVER STATE HOSPITAL.....	704
IDIOTS.	
Report of committee on.....	187-191
IMMIGRANTS.....	681, 682, 684, 686, 687
IMMIGRATION.	
Conference on	159
INCORPORATIONS.	
List of new.....	114
Proposed	118-119
INDIAN POOR.	
Expenditures	123, 371
Number provided for.....	123, 371
Report on	122-123
Report of committee on.....	321-322
Report of Superintendent on.....	369-379
INDUSTRIAL REMOVAL AS A REMEDY FOR DEPENDENCE.....	678
INFANTS' HOSPITAL, RANDALL'S ISLAND.	
Capacity	559
Death rate	557
Inmates:	
cost of maintenance.....	558
number	559
Location	559
Statistics	555
INFANT MORTALITY.	
Investigation into the subject.....	22, 553-561
INFLUENCE OF REFORMATIVE TREATMENT ON CRIME.....	802
INSPECTION DEPARTMENT.	
Homes for children:	
statistics concerning	389-391
Inspections:	
general:	
number	389
Institutions in, classified.....	128
Reports, classes	129
Report of	128-155
Work of the year.....	128-129
INSTITUTION FOR IMPROVED INSTRUCTION OF DEAF-MUTES.	
Location	112
Pupils:	
number	112
sex	112

INSTITUTIONS.

	PAGE.
Children in	128, 141
Essentials of care for children in.....	142
Fire protection	154
Improvements in	129
Supervision of	128
Under private management:	
dates when established.....	34
expenditures	34
names	34
receipts	34
Under State control:	
dates when established	33
expenditures	33
names	33
receipts	33

INSTITUTIONS, STATE.

Dates when established.....	33
Expenditures	33
classification	40-41
Inmates:	
number arranged by counties.....	42-43
Names	33
Receipts	33

INSTITUTIONS, STATE CHARITABLE.

Report on, by State Charities Aid Association.....	170-172
--	---------

INTERNATIONAL SUNSHINE BRANCH FOR THE BLIND, THE.

Incorporated	115
Object	115
Office	115

INVESTIGATIONS DURING 1905.....22-26

ITALIAN HOSPITAL.

Incorporated	117
Object	117
Office	117

JEFFERSON COUNTY ALMSHOUSE.

Census	486
Improvements	482
Location	486
Needs	486
Report of visitation.....	486

JEWISH HOSPITAL FOR DEFORMITIES AND JOINT DISEASES, THE.

Incorporated	117
Object	117
Office	117

JUVENILE COURTS AND THE PROBATION SYSTEM.

Established	147-148
-------------------	---------

KINGS COUNTY HOSPITAL.

Bed capacity	436
Buildings, plans approved.....	119
Improvements	437
Location	436
Needs	437-439
Officers and employees.....	436
Patients, statistics	436
Report of visitation.....	436-439
Superintendent	436

KING'S DAUGHTERS' HOME FOR CHILDREN, THE, CORTLAND.	PAGE.
Incorporated	115
Object	115
Office	115
KING'S DAUGHTERS' HOSPITAL OF LESTERSHIRE, N. Y.	
Incorporated	117
Object	117
Office	117
KINGSTON CITY ALMSHOUSE.	
Census	461
Improvements	458
Location	461
Needs	461
Report of visitation	461
LATHROP, INSPECTOR C. C.	
Report on Almshouses and Public Hospitals in the First Judicial District	401-432
Report on Public Charitable Institutions of the Boroughs of Brooklyn and Queens, in the City of New York	435-443
LE COUTEULX ST. MARY'S INSTITUTION FOR THE IMPROVED INSTRUCTION OF DEAF-MUTES.	
Location	112
Pupils:	
number	112
sex	112
LEGISLATION FOR SOCIAL BETTERMENT	871
LEGISLATION, SUMMARY OF RECOMMENDATIONS FOR	34-36
LEWIS COUNTY ALMSHOUSE.	
Census	487
Improvements	482
Location	486
Needs	487
Report of visitation	486-487
LIVINGSTON COUNTY ALMSHOUSE.	
Census	515-516
Improvements	509
Location	515
Needs	515
Report of visitation	515-516
by State Charities Aid Association	163
LOWELL, MRS. JOSEPHINE SHAW.	
Death of, minute relative to	5-6
MADISON COUNTY ALMSHOUSE.	
Census	502
Improvements	497
Location	501
Needs	502
Report of visitation	501-502
MADISON COUNTY ORPHAN ASYLUM.	
Census	506
Improvements	497
Location	506
Needs	506
Report of visitation	506

MALONE HOSPITAL ASSOCIATION, THE.	PAGE.
Incorporated	115
Object	115
Office	115
MANHATTAN STATE HOSPITAL.....	703
McCARTHY, COMMISSIONER DENNIS.	
Record of attendance at meetings.....	8
Report on almshouses in Fifth Judicial District.....	481-492
MEMBERSHIP OF THE STATE BOARD OF CHARITIES.....	5
METROPOLITAN HOSPITAL, NEW YORK CITY.	
Bed capacity	415
Improvements	415
Needs	416-417
Officers and employees.....	415
Patients, statistics.....	415
Report of visitation.....	415-417
Superintendent	415
METROPOLITAN HOSPITAL TRAINING SCHOOL FOR NURSES.	
Needs	418
Nurses, number of.....	418
Report of visitation.....	418
Superintendent	418
MIDDLETOWN STATE HOSPITAL.....	704
MISERICORDIA HOSPITAL.	
Capacity	559
Inmates:	
cost of maintenance.....	556
number	559
Location	559
Statistics	556
MONROE COUNTY ALMSHOUSE.	
Census	516
Hospital, addition to.....	395
Location	516
Needs	516-517
Report of visitation.....	516-517
MONTGOMERY COUNTY ALMSHOUSE.	
Census	475
Location	474
Needs	475
Report of visitation.....	474-475
MUNICIPAL LODGING HOUSE, NEW YORK CITY.	
Buildings, plans approved.....	120
Location	406
Lodgers, statistics	406
New lodging house.....	407
Report of visitation.....	406
Superintendent	406
MUNICIPAL LODGING HOUSE AND DETENTION HOSPITAL, SYRACUSE.	
Capacity	490
Improvements	483
Location	490
Needs	491
Object	490
Report of visitation.....	490-491

NASSAU COUNTY POOR.	PAGE.
Report of visitation.....	450
NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.....	640-643, 645
Officers	662, 693
Report on	159
Report on	158-159
NATIONAL CONFERENCE ON IMMIGRATION.	
Delegates	159
Recommendations to	159
NEEDY FAMILIES IN THEIR HOMES.	
Report of committee on.....	655
NEWBURGH CITY ALMSHOUSE.	
Location	451
Needs	452
Report of visitation.....	451-452
NEW ROCHELLE DAY NURSERY.	
Incorporated	118
Object	118
Office	118
NEW YORK CITY.	
Department of Public Charities:	
appropriations	403-404
buildings needed	396-397
bureau of dependent adults, report on.....	407-408
bureau of dependent children, report on.....	408-409
census	402
report on	401
Dispensaries in	133
Hospitals in	152
NEW YORK CITY CHILDREN'S HOSPITALS AND SCHOOLS, RANDALL'S ISLAND.	
Bed capacity	418
Improvements	418-419
Needs	422-423
Officers and employees.....	418
Patients and inmates, statistics.....	418
Report of infant mortality at.....	553-561
Report of visitation.....	418-423
Statistics	555-556
Superintendent	418
NEW YORK CITY FARM COLONY.	
Bed capacity	429
Improvements	429-430
Inmates, statistics	429
Location	429
Needs	431
Officers and employees	429
Report of visitation.....	429-432
Superintendent	429
NEW YORK CITY HOME FOR THE AGED AND INFIRM, BLACKWELL'S ISLAND.	
Bed capacity	412
Inmates, statistics.....	412
Officers and employees.....	412
Needs	413-414
Report of visitation.....	412-414
Superintendent	412

NEW YORK CITY HOME FOR THE AGED AND INFIRM, BROOKLYN
DIVISION.

	PAGE.
Bed capacity	435
Inmates, statistics	435
Improvements	435
Needs	435-436
Officers and employees	435
Report of visitation	435-436
Superintendent	435

NEW YORK CITY TRAINING SCHOOL FOR NURSES.

Building, completion of	411
Officers and nurses, number	411
Employees, number	411
Report of visitation	411-412
Superintendent	411

NEW YORK FOUNDLING HOSPITAL.

Capacity	559
Children placed in North Dakota	24-26
Death rate	557
Inmates:	
cost of maintenance	555
number	559
Location	559
Statistics	555

NEW YORK INFANT ASYLUM.

Capacity	559
Death rate	557
Inmates:	
cost of maintenance	555
number	559
Location	559
Statistics	555

NEW YORK INSTITUTION FOR THE BLIND.

Location	309
Report of committee on	309

NEW YORK INSTITUTION FOR THE INSTRUCTION OF THE DEAF AND
DUMB.

Location	112
Pupils:	
number	112
sex	112

NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION,
SIXTH.

Committees	156
Delegates, number	156
Officers elected for 1906	156
Proceedings of. (See Appendix I.)	
Subjects considered	156

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND
DEFORMED CHILDREN, WEST HAVERSTRAW.

Appropriation	37, 106
recommended by the Board	37, 108
Capacity	105, 328
Defects	326
Established	105
Expenditures	106
classified	41
Location	325

NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED AND DEFORMED CHILDREN, WEST HAVERSTRAW—Continued.		PAGE.
Needs	107-108, 326-328	
Patients:		
cost of maintenance.....	106	
number	105	
arranged by counties.....	42	
Receipts	106	
Removal to new site.....	107	
Report on	105-108	
Report of committee on.....	325-328	
NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK.		
Appropriation	37, 109	
recommended by the Board.....	37, 111	
Capacity	108, 332	
Established	108	
Expenditures	109	
classified	41	
Needs	334	
Patients:		
cost of maintenance.....	109	
number	109	
arranged by counties.....	42	
Receipts	109	
Report of committee on.....	331-334	
Report on	108-111	
Superintendent:		
appointment	111, 333	
resignation	111, 333	
NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD.		
Appropriation	37, 58	
recommended by the Board.....	37, 61-62	
Capacity	57	
Enlargement necessary	183	
Established	57	
Expenditures	57	
classified	40	
Improvements	58-59	
Inmates:		
cost of support.....	57	
number	57	
arranged by counties.....	42	
increase in	59	
Needs	60-61	
Overcrowded condition	59, 183	
Receipts	57	
Report on	57-62	
Report of committee on	183	
NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA.		
Appropriation	37, 102	
recommended by the Board.....	37, 105	
Capacity	102	
Established	102	
Expenditures	102	
classified	41	
Needs	104-105	
Pupils:		
cost of support.....	102	
educational work of.....	104-105	
number	102	
arranged by counties.....	42	

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA—Continued.		PAGE.
Receipts		102
Report of committee on.....		309-311
Report on		102-105
School training, loss of.....		104
NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH.		
Appropriation	37,	89
recommended by the Board.....	37,	93
Capacity		88
Established		88
Expenditures		89
classified		41
Improvements	91,	196
Inmates:		
cost of support.....		88
number		88
arranged by counties.....		42
Needs	90-92,	196
Receipts		88
Report on		88-93
Report of committee on.....		195-196
NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON.		
Appropriation	37,	48
recommended by the Board.....	37,	53
Capacity		47
Established		47
Expenditures	47-48	
classified		40
Inmates:		
cost of support.....		47
number		47
arranged by counties.....		42
Needs	50-52,	182
Receipts		47
Report on	47-53	
Report of committee on.....		182-183
NEW YORK STATE TRAINING SCHOOL FOR BOYS..... 35		
NEW YORK STATE WOMAN'S RELIEF CORPS HOME, OXFORD.		
Appropriation	37,	94
recommended by the Board.....	37,	97
Capacity		93
Established		93
Expenditures		93
classified		41
Improvements		94
Inmates:		
cost of support.....		93
number		93
arranged by counties.....		42
Needs		96
Pension fund, inquiry into.....	24, 197,	200-213
Superintendent:		
appointment of		197
removal of		197
Receipts		93
Report on	93-97	
Report of committee on.....		197
Special report of committee on.....		200-213
Recommendations		208-213

NIAGARA COUNTY ALMSHOUSE.		PAGE.
Census		535
Improvements		534
Location		534
Needs		535
Report of visitation.....		534-535
NORTH HEMPSTEAD AND OYSTER BAY TOWN ALMSHOUSE.		
Location		451
Needs		451
Report of visitation.....		451
NORTHERN NEW YORK INSTITUTION FOR DEAF-MUTES.		
Location		112
Pupils:		
number		112
sex		112
NOTMAN, COMMISSIONER JOHN.		
Record of attendance of meetings.....		8
Report for Kings County.....		435
NURSERY AND CHILD'S HOSPITAL.		
Capacity		559
Inmates:		
cost of maintenance.....		556
number		559
Location		559
Statistics		556
O'CONNOR, MAJOR P. J.		
Appointment of as Superintendent at Oxford.....		197
OFFICERS OF BOARD.		
Election		9
ONEIDA COUNTY ALMSHOUSE.		
Census		487
Improvements		482
Location		487
Needs		487-488
Report of visitation.....		487-488
ONEIDA PUBLIC HOSPITAL.		
Census		504
Location		504
Needs		504
Report of visitation.....		504
by State Charities Aid Association.....		163-165
ONONDAGA COUNTY ALMSHOUSE.		
Census		488
Improvements		483
Location		488
Needs		488-489
Report of visitation.....		488-489
ONTARIO COUNTY ALMSHOUSE.		
Census		517
Improvements		510
Location		517
Needs		517
Report of visitation.....		517

ORANGE COUNTY ALMSHOUSE.	PAGE.
Location	448
Needs	448
Report of visitation.....	448
ORGANIZATION, NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.	
Committee on	699
Report on	886
ORLEANS COUNTY ALMSHOUSE.	
Census	537
Hospital addition to.....	396
Improvements	535-536
Location	535
Needs	537
Report of visitation.....	535-537
Superintendent, appointment of.....	536
OSWEGO CITY ALMSHOUSE.	
Census	490
Improvements	483
Location	489
Needs	490
Report of visitation.....	489-490
OSWEGO COUNTY ALMSHOUSE.	
Census	489
Improvements	483
Location	489
Needs	489
Report of visitation.....	489
OTSEGO COUNTY ALMSHOUSE.	
Census	502
Improvements	497
Location	502
Needs	502
Report of visitation.....	502
PALMER HOSPITAL ASSOCIATION.	
Incorporated	115
Object	115
Office	115
PAUPERS. (See Poor.)	
PHILANTHROPIN HOSPITAL IN THE CITY OF NEW YORK, THE.	
Incorporated	115
Object	115
Office	115
PLACING OUT CHILDREN.	
Homes visited by inspector.....	384
in North Dakota.....	24-26
Law relating to.....	15, 126, 383-384
Report of committee on.....	383-385
POOR, ALIEN.	
Appropriation	13
necessary for needs of.....	15
Benefit resulting from removal of.....	122
Correspondence of Superintendent of.....	342-369
Deportation of	27
Expenditures	123, 371

POOR, ALIEN—Continued.	PAGE.
Number:	
in charitable and reformatory institutions.....	26
returned to their homes.....	120-122, 341
Report on	120
Report of committee on.....	337-342
Report of Superintendent.....	369-379
Statistics, investigation of.....	26
POOR, COUNTY SUPERINTENDENTS OF, THE.	
Convention of (see Appendix II).....	921
POOR LAW.	
Amended	18
POOR PERSONS.	
Benefits resulting from removal of.....	122
Expenditures	123
Number:	
sent out of the State.....	120
Report on	120
POOR, STATE.	
Appropriation	13
necessary for needs of.....	15
Decrease in number.....	337
Expenditures	123, 369
Number provided for	369
removal to their homes.....	369
Report of committee on.....	337-342
Report of Superintendent on.....	369-379
Report on	120
PORT RICHMOND DAY NURSERY AND CENTRAL RELIEF ASSOCIATION, THE.	
Incorporated	118
Object	118
Office	118
POUGHKEEPSIE CITY ALMSHOUSE.	
Location	452
Needs	452
Report of visitation.....	452
PRESBYTERIAN HOSPITAL	743
PROBATION SYSTEM.	
Commission appointed	148
Commission of inquiry desired.....	150-151
Officers appointed	148
Status of work in the State.....	149-150
in New York.....	150
PRYOR, DR. JOHN H.	
Appointment of as Superintendent at Raybrook.....	111
Resignation of	333
PUBLIC CHARITABLE INSTITUTIONS OF THE BOROUGHES OF BROOKLYN AND QUEENS.	
Report on	435-443
PUBLIC SCHOOLS, ATYPICAL CHILDREN IN.....	763
PUTNAM COUNTY ALMSHOUSE.	
Location	448
Needs	448
Report of visitation.....	448

INDEX.

1051

REFORMATORIES.	PAGE.
Report of committee on.....	179-184
REFORMATORY AND CHARITABLE INSTITUTIONS.	
Dependent aliens in.....	26
REMINGTON, COMMISSIONER WILLIAM R.	
Appointment of	5
Record of attendance of meetings.....	8
RENSSELAER COUNTY ALMSHOUSE.	
Report of visitation by State Charities Aid Association.....	165
RESOLUTIONS (New York State Conference of Charities and Correction).	
Committee on	699
Report on	881
ROCHESTER DENTAL SOCIETY, THE.	
Incorporated	116
Object	116
Office	116
ROCHESTER DENTAL SOCIETY FREE DISPENSARY.	
Licensed	119
Office	119
ROCHESTER STATE HOSPITAL.....	704
ROCKLAND COUNTY ALMSHOUSE.	
Buildings, plans approved.....	120
Improvements	449
Location	449
Needs	449
Report of visitation.....	449
by State Charities Aid Association.....	165-166
ROME STATE CUSTODIAL ASYLUM.....	706
Appropriation	37, 77
recommended by the Board.....	37, 82
Capacity	76
Enlargement necessary	34, 78
Established	76
Expenditures	77
classified	40
Hospital needed	79
Inmates:	
cost of support.....	77
employment of	81
number:	
arranged by counties.....	42
Needs	80-81
Receipts	77
Report on	76-82
Report of committee on.....	190
ROSENDALE, COMMISSIONER SIMON W.	
Record of attendance at meetings.....	8
Report on Almshouses in Third Judicial District.....	457-468
SAINT JOSEPH'S HOSPITAL.	
Incorporated	118
Object	118
Office	118

ST. JOACHIM'S HOSPITAL.	PAGE.
Incorporated	116
Object	116
Office	118
ST. JOSEPH'S INSTITUTE FOR THE IMPROVED INSTRUCTION OF DEAF-MUTES.	
Location	112
Pupils:	
number	112
sex	112
ST. JOSEPH'S HOME FOR INDUSTRIOUS BOYS.....	830
ST. LAWRENCE COUNTY ALMSHOUSE.	
Census	476
Location	476
Needs	476
Report of visitation.....	476
ST. LAWRENCE STATE HOSPITAL.....	704
ST. PHILIP'S HOME FOR INDUSTRIOUS BOYS.....	830
SALVATION ARMY FARM COLONIES.....	665
SANATORIA FOR CONSUMPTIVES.	
Report of committee on.....	331-334
SARATOGA COUNTY ALMSHOUSE.	
Census	475
Improvements	468
Location	475
Needs	475
Report of visitation.....	475
SCANLAN, COMMISSIONER MICHAEL J.	
Record of attendance at meetings.....	8
SCHENECTADY COUNTY ALMSHOUSE.	
Census	476
Improvements	468
Location	476
Needs	476
Report of visitation.....	476
SCHENECTADY DAY NURSERY DISPENSARY.	
Licensed	119
Office	119
SCHOHARIE COUNTY ALMSHOUSE.	
Census	462
Location	462
Needs	462
Report of visitation.....	462
SCHOOLS FOR THE DEAF.	
Classification necessary in.....	114
Names and locations of.....	112
Number	112
Industrial training in.....	113
Fire protection	114
SCHUYLER COUNTY, POOR OF.	
Report of visitation.....	495-496
SEAMEN'S CHURCH INSTITUTE OF NEW YORK.....	851

SENECA COUNTY ALMSHOUSE.	PAGE.
Census	518
Improvements	510
Location	517
Needs	518
Report of visitation.....	517-518
SICK AND MENTALLY DEFECTIVE, REPORT OF COMMITTEE ON.....	700
SMITH, COMMISSIONER STEPHEN.	
Elected Vice-President	9
Record of attendance at meetings.....	8
SOCIAL BETTERMENT, REPORT OF COMMITTEE ON.....	826
SOCIAL SETTLEMENT, ITS PURPOSES, BENEFITS AND DEFECTS.....	831
SOCIETY FOR THE PROTECTION OF ITALIAN IMMIGRANTS.....	681, 684, 686
SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS, NEW YORK CITY.	
Appropriation	37, 63
recommended by Board.....	37, 67
Board of Managers, number.....	64
Capacity	62
Established	62
Expenditures	62-63
classified	40
Girls' department closed.....	64
Improvements	64
Inmates:	
cost of support.....	62
number	62
arranged by counties.....	42
Needs	66
Receipts	62
Removal of	66
Report on	62-67
SOLDIERS AND SAILORS.	
Homes for, report of committee on.....	193-198
Special report of committee on.....	200-213
SOLOMON AND BETTY LOEB MEMORIAL HOME FOR CONVALESCENTS.	
Incorporated	115
Object	115
Office	115
SOUTHAMPTON FRESH AIR HOME, THE.	
Incorporated	117
Object	117
Office	117
SPEYER SCHOOL	839
STANDING COMMITTEES OF THE BOARD.....	11-12
STATE, ALIEN AND INDIAN POOR.....	120
STATE ALMSHOUSES.	
Dates of contract.....	373
Location	373
Name	373

STATE ALMSHOUSES—Continued.

PAGE.

Inmates:

ages from 1873-1905.....	377
changes during 1905.....	374
changes from 1873-1905.....	376
expenditures for support and removal.....	379
number and sex from 1873-1905.....	375
years of commitment.....	378

STATE BOARD OF CHARITIES.....710, 748, 760

Appropriations	12-13
recommended for needs of.....	14-15

Committees	11-12
------------------	-------

Charitable legislation of 1905.....	17-22
-------------------------------------	-------

Investigation of Westchester Temporary Home by.....	541-550
---	---------

Legislation recommended by.....	34-35
---------------------------------	-------

Members:

attendance at meeting.....	7-8
date of appointment.....	4

Minute relative to:

Robert W. Heberd.....	10
-----------------------	----

Julia S. Hoag.....	9
--------------------	---

Josephine Shaw Lowell.....	5-6
----------------------------	-----

Officers, election of.....	9
----------------------------	---

Plans approved by.....	119-120
------------------------	---------

STATE CHARITIES AID ASSOCIATION.

Children placed out by.....	160
-----------------------------	-----

Report of	159-172
-----------------	---------

Summary of work of.....	160-172
-------------------------	---------

STATE CHARITIES LAW.

Amended	17
---------------	----

STATE CIVIL SERVICE COMMISSION..... 702

STATE COMMISSION IN LUNACY.....700, 702, 706, 714

STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN, NEWARK. 706, 707

Appropriation	37, 71
---------------------	--------

recommended by Board.....	37, 76
---------------------------	--------

Capacity	70
----------------	----

Enlargement necessary	34
-----------------------------	----

Established	70
-------------------	----

Expenditures	71
--------------------	----

classified	40
------------------	----

Improvements	72-73
--------------------	-------

Inmates:

cost of support.....	71
----------------------	----

number	71
--------------	----

arranged by counties.....	42
---------------------------	----

Matron, resignation of.....	189
-----------------------------	-----

Needs	74-75
-------------	-------

New cottage, opening of.....	189
------------------------------	-----

Receipts	71
----------------	----

Report of committee on.....	189
-----------------------------	-----

Report on	70-76
-----------------	-------

STATE INDUSTRIAL SCHOOL, ROCHESTER.

Appropriation	37, 45
---------------------	--------

recommended by Board.....	37, 47
---------------------------	--------

Capacity	44
----------------	----

Construction of new buildings, delay in.....	179
--	-----

Established	44
-------------------	----

STATE INDUSTRIAL SCHOOL, ROCHESTER—Continued.	PAGE.
Expenditures	44
classified	40
Inmates:	
cost of support.....	44
number	44
arranged by counties.....	42
transfer	180
Receipts	44
Removal of	45, 179
Report on	44-47
Report of committee on.....	179-180
STATE INSTITUTIONS. (See Institutions, State.)	
STATE POOR. (See Poor, State.)	
STEBEN COUNTY ALMSHOUSE.	
Buildings, plans approved.....	120
Census	518
Improvements	510
Location	518
Needs	519
Report of visitation.....	518-519
STEWART, COMMISSIONER WILLIAM R.	
Record of attendance at meetings.....	8
STODDARD, COMMISSIONER ENOCH V.	
Elected President	9
Record of attendance at meetings.....	8
Report on almshouses in Seventh Judicial District.....	509-520
SUFFOLK COUNTY ALMSHOUSE.	
Location	449
Needs	449
Report of visitation.....	449
by State Charities Aid Association.....	166
SUFFOLK COUNTY CHILDREN'S HOME.	
Location	452
Needs	452
Report of visitation.....	452
SULLIVAN COUNTY ALMSHOUSE.	
Census	462
Improvements	458
Location	462
Needs	463
Report of visitation.....	462-463
SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN.....	
Appropriation	37, 68
recommended by Board.....	37, 70
Capacity	67
Established	67
Expenditures	67
classified	40
Inmates:	
cost of support.....	67
health	188
number	67
arranged by counties.....	42
transfer of	70, 188

SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED CHILDREN—

	PAGE.
Continued.	
Needs	68-69
Receipts	67
Report on	67-70
Report of committee on.....	188-189

THOMAS, COMMISSIONER RALPH W.

Record of attendance at meetings.....	8
Report on almshouses in Sixth Judicial District.....	495-506

THOMAS INDIAN SCHOOL, THE, IROQUOIS.

Appropriation	37, 98
recommended by Board.....	37, 101
Capacity	97
Established	97
Expenditures	97, 321
classified	41
Inmates:	
cost of support.....	97
number	97
arranged by counties.....	42
Name changed	322
Needs	99-101, 322
Population	321
Receipts	97, 321
Report on	97-101
Report of committee on.....	321-322

TIME AND PLACE (New York State Conference of Charities and Correction).

Committee on	699
Report on	890

TIOGA COUNTY ALMSHOUSE.

Census	503
Improvements	497
Location	503
Needs	503
Report of visitation.....	503

TOMPKINS COUNTY ALMSHOUSE.

Census	503
Improvements	497
Location	503
Needs	504
Report of visitation.....	503-504

TREATMENT OF THE CRIMINAL, REPORT OF COMMITTEE ON..... 792

ULSTER COUNTY ALMSHOUSE.

Census	463
Location	463
Needs	463
Report of visitation.....	463

UTICA GENERAL HOSPITAL.

Capacity	491
Improvements	483-484
Needs	492
Patients, number	491
Report of visitation.....	491-492

WARREN COUNTY ALMSHOUSE.

Census	477
Location	477
Needs	477
Report of visitation.....	477

WASHINGTON COUNTY ALMSHOUSE.		PAGE.
Census	477-478	
Improvements	468	
Location	477	
Needs	478	
Report of visitation.....	477-478	
WASHINGTON HEIGHTS HOSPITAL.		
Incorporated	116	
Object	116	
Office	116	
WASHINGTON HEIGHTS HOSPITAL DISPENSARY.		
Licensed	119	
Office	119	
WAYNE COUNTY ALMSHOUSE.		
Census	519	
Improvements	510	
Location	519	
Needs	519	
Report of visitation.....	519	
WESTCHESTER COUNTY ALMSHOUSE.		
Location	449	
Needs	450	
Report of visitation.....	449-450	
by State Charities Aid Association.....	166-167	
WESTCHESTER TEMPORARY HOME FOR DESTITUTE CHILDREN.		
Census	542-543	
Incorporated	541-542	
Investigation into the affairs and management of.....	23-24, 541-550	
Object	541-542	
WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION.		
Appropriation	37, 54	
recommended by Board.....	37, 57	
Capacity	53	
Enlargement necessary	54	
Established	53	
Expenditures	53	
classified	40	
Inmates:		
cost of support.....	53	
number	53	
arranged by counties.....	42	
Needs	55	
New cottages, construction of.....	184	
Overcrowded condition	54	
Receipts	53	
Report on	53-57	
Report of committee on.....	184	
WESTERN NEW YORK INSTITUTION FOR DEAF-MUTES.		
Location	112	
Pupils:		
number	112	
sex	112	
WILLING HELPERS' HOME FOR WOMEN.		
Incorporated	118	
Object	118	
Office	118	

WINSPEAR, MRS. CHARLES W.	PAGE.
Resignation of	189
WYOMING COUNTY ALMSHOUSE.	
Census	538
Improvements	537
Location	537
Needs	538
Report of visitation.....	537-538
YATES COUNTY ALMSHOUSE.	
Census	520
Improvements	510
Location	519
Needs	520
Report of visitation.....	519-520

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